

97 003

■ SOUTH BAYSHORE ■

SOUTH BAYSHORE



SOUTH BAYSHORE

■ SOUTH BAYSHORE ■

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

APR 9 1997

UNIVERSITY OF CALIFORNIA

AN AREA PLAN OF THE MASTER PLAN OF THE
CITY AND COUNTY OF SAN FRANCISCO

Planning Department of the City and County of San Francisco
Adopted July 1995



SOUTH BAYSHORE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

PLANNING DEPARTMENT
CITY AND COUNTY OF SAN FRANCISCO

July 1995

CONTENTS

	Page
SUMMARY OF OBJECTIVES AND POLICIES _____	II.9.i
INTRODUCTION _____	II.9.1
LAND USE _____	II.9.7
TRANSPORTATION _____	II.9.19
HOUSING _____	II.9.25
COMMERCE _____	II.9.31
INDUSTRY _____	II.9.32
URBAN DESIGN _____	II.9.34
RECREATION AND OPEN SPACE _____	II.9.38
COMMUNITY FACILITIES AND SERVICES _____	II.9.42
PUBLIC SAFETY _____	II.9.46
ENERGY _____	II.9.46
SUBAREA PLAN FOR SAN FRANCISCO EXECUTIVE PARK _____	II.9.49

FIGURES

1. South Bayshore Study Area and Sub-Districts _____	II.9.3
2. Conservation and Revitalization Program Summary _____	II.9.5
3. Generalized Land Use and Density Plan _____	II.9.8
4. Candlestick Point Perimeter Proposed Revitalization Area _____	II.9.10
5. Required Soil Testing Zone _____	II.9.12
6. Liquefaction Hazard _____	II.9.13
7. Innes Avenue Buffer Zone _____	II.9.15
8. Third Street Revitalization _____	II.9.16
9. Proposed Area for Restricting Liquor Stores _____	II.9.18
10. Vehicle Circulation Plan _____	II.9.21
11. Major Transportation Improvements _____	II.9.22
12. Candlestick Park Access Streets and Truck Routes _____	II.9.23
13. Proposed Bike Routes and Pedestrian Trail _____	II.9.26
14. Bayside Discharge Alternatives Project Proposed Facilities _____	II.9.28
15. South Bayshore Distinctive Areas _____	II.9.36
16. Parks and Open Space Locations _____	II.9.39
17. Community Facilities, Public Health and Safety Locations _____	II.9.44
18. San Francisco Executive Park - Land Use Plan _____	II.9.51
19. San Francisco Executive Park - Auto Access _____	II.9.52
20. San Francisco Executive Park - Auto Egress _____	II.9.53
21. San Francisco Executive Park - Urban Form Plan _____	II.9.54

SOUTH BAYSHORE AREA PLAN

Adopted July 20, 1995 by the San Francisco City Planning Commission Resolution No. 13917

SUMMARY OF OBJECTIVES AND POLICIES

LAND USE

OBJECTIVE 1

STIMULATE BUSINESS, EMPLOYMENT, AND HOUSING GROWTH WITHIN THE EXISTING GENERAL LAND USE PATTERN BY RESOLVING CONFLICTS BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS.

POLICY 1.1

Improve the relationship between housing and industry along the perimeter of the industrial area bordered by Candlestick Point State Recreation Area and the residential communities in the South Basin area.

POLICY 1.2

Restrict toxic chemical industries and other industrial activities with significant environmental hazards from locating adjacent to or nearby existing residential areas.

POLICY 1.3

Adjust selected zoning boundaries of South Basin east of Third Street to provide greater compatibility with adjacent residential uses.

POLICY 1.4

Encourage development of South Basin west of Third Street as light industrial/heavy commercial activity center.

POLICY 1.5

Encourage a wider variety of light industrial uses in South Basin by giving greater priority to live/work activity, by more efficient use of industrial space, and by more attractive building design.

POLICY 1.6

Encourage development of a healthy mix of residential, retail, open space, and small trade shops along Innes Avenue to buffer the India Basin industrial area from the Hunters Point residential community.

OBJECTIVE 2

IMPROVE USE OF LAND ON THIRD STREET BY CREATING A MORE COMPACT COMMERCIAL AREA, ESTABLISHING CENTERS FOR GROWTH OF COMPLEMENTARY USES, AND RESTRICTING UNHEALTHY USES.

POLICY 2.1

Improve the physical and social character of Third Street to make it a more livable environment.

POLICY 2.2

Shape improvement of Bayview Opera House to serve as primary cultural activity center for revitalization of Third Street.

POLICY 2.3

Restrict uses such as liquor sales establishments on Third Street.

POLICY 2.4

Encourage new mixed-use projects to strengthen Third Street as the commercial spine of the neighborhood.

TRANSPORTATION

OBJECTIVE 3

MAKE SURFACE STREET AND FREEWAY IMPROVEMENTS TO ENCOURAGE TRUCK TRAFFIC AWAY FROM NEIGHBORHOOD RESIDENTIAL AND COMMERCIAL AREAS.

POLICY 3.1

Improve and establish truck routes between industrial areas and freeway interchanges.

OBJECTIVE 4

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF PEOPLE AND GOODS, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.

POLICY 4.1

Develop a comprehensive network and schedule of roadway improvements to assure that South Bayshore maintains an adequate level of service at key intersections as the residential and work force population in the district increases.

POLICY 4.2

Develop the necessary improvements in public transit to move people efficiently and comfortably between different South Bayshore neighborhoods, to and from Candlestick Park, and to and from Downtown and other parts of the region.

POLICY 4.3

Give special consideration to light rail along Third Street as the nucleus for public transit improvements and for stimulating wider public transit usage and social/economic revitalization.

POLICY 4.4

Improve parking conditions along Third Street to meet current and future parking needs of commercial uses.

POLICY 4.5

Create a comprehensive system for pedestrian and bicycle circulation.

POLICY 4.6

Provide convenient regional access to Candlestick Park stadium without negatively impacting nearby residential streets.

HOUSING

OBJECTIVE 5

PRESERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.

POLICY 5.1

Preserve and enhance the existing low density character of residential neighborhoods.

POLICY 5.2

Conserve the existing supply of Federally subsidized lower income housing.

POLICY 5.3

Conserve and enhance the existing supply of public housing.

POLICY 5.4

Complete modernization of Waste Water facilities by completing the Cross-town Tunnel component of the approved Waste Water Master Plan, or another alternative which would achieve the same objective in order to enhance residential livability along the southeast shoreline.

OBJECTIVE 6

ENCOURAGE CONSTRUCTION OF NEW AFFORDABLE AND MARKET RATE HOUSING AT LOCATIONS AND DENSITY LEVELS THAT ENHANCE THE OVERALL RESIDENTIAL QUALITY OF SOUTH BAYSHORE.

POLICY 6.1

Encourage development of new moderate density affordable ownership units, appropriately designed and located and especially targeted for existing Bayview Hunters Point residents.

POLICY 6.2

Develop new multi-family housing along Third Street after economic stabilization of surrounding existing residential neighborhoods.

POLICY 6.3

Encourage development of new small scale affordable housing on infill vacant sites and through addition of second units consistent with the character of existing residential neighborhoods.

POLICY 6.4

Encourage development of new affordable housing on the ridge portion of Hunters Point Shipyard to help improve the residential character and circulation pattern of the Hunters Point residential area.

POLICY 6.5

On Bayview Hill encourage housing development which complements the natural areas and open space, as well as provides for local economic development.

COMMERCE

OBJECTIVE 7

ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING COMMERCIAL CORE OF THIRD STREET AND COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

POLICY 7.1

Make the commercial blocks on Third Street between Kirkwood Avenue to the north and Thomas and Thornton Avenues to the south the core of new commercial growth.

POLICY 7.2

Encourage complementary development adjacent to the Third Street core commercial area.

POLICY 7.3

Develop secondary nodes of commercial activity.

INDUSTRY

OBJECTIVE 8

STRENGTHEN THE ROLE OF SOUTH BAYSHORE INDUSTRIAL AREAS IN THE OVERALL ECONOMY OF THE DISTRICT, THE CITY, AND THE OVERALL REGION.

POLICY 8.1

Maintain industrial zones in Northern Industrial and India Basin sub-districts.

POLICY 8.2

Achieve full reuse of Hunters Point Shipyard.

OBJECTIVE 9

IMPROVE LINKAGE BETWEEN GROWTH IN SOUTH BAYSHORE INDUSTRIAL AREAS AND EMPLOYMENT AND BUSINESS NEEDS OF THE BAYVIEW HUNTERS POINT COMMUNITY.

POLICY 9.1

Increase employment in local industries.

POLICY 9.2

Encourage the local business community to play a larger role in the industrial sector of South Bayshore.

POLICY 9.3

Support expanded role of African American firms in distribution and transportation industries.

URBAN DESIGN

OBJECTIVE 10

ENHANCE SOUTH BAYSHORE'S DISTINCTIVE AND POSITIVE FEATURES.

POLICY 10.1

Better define South Bayshore's open space areas by building up the areas around them.

POLICY 10.2

Improve the visual quality and strengthen the pedestrian orientation of the Third Street core area.

POLICY 10.3

Recognize, protect, and enhance cultural resources of aboriginal populations as integral imprint on land use structure of South Bayshore.

OBJECTIVE 11

IMPROVE DEFINITION OF THE OVERALL URBAN PATTERN OF SOUTH BAYSHORE

POLICY 11.1

Recognize and enhance the distinctive features of South Bayshore as an interlocking system of diverse neighborhoods.

POLICY 11.2

Increase awareness and use of the pedestrian/bicycle trail system that links sub-areas in South Bayshore with the rest of the City.

RECREATION AND OPEN SPACE

OBJECTIVE 12

PROVIDE AND MAINTAIN ADEQUATELY LOCATED, WELL DESIGNED, FULLY EQUIPPED RECREATION FACILITIES AND ENCOURAGE THEIR USE.

POLICY 12.1

Make better use of existing facilities.

POLICY 12.2

Maximize joint use of recreation and education facilities.

POLICY 12.3

Renovate and expand South Bayshore parks and recreation facilities, as needed.

OBJECTIVE 13

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE OF SOUTH BAYSHORE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER NON-OPEN SPACE USES REQUIRING A WATERFRONT LOCATION.

POLICY 13.1

Assure that new development adjacent to the shoreline capitalizes on the unique waterfront location by improving visual and physical access to the water in conformance with urban design policies.

POLICY 13.2

Maintain and improve the quality of existing shoreline open space.

POLICY 13.3

Complete the San Francisco Bay Trail around the perimeter of the City which links open space areas along the shoreline and provides for maximum waterfront access. (See Figure 18)

POLICY 13.4

Provide new public open spaces along the shoreline -- at Islais Creek, Pier 98, India Basin, Hunters Point Shipyard, and Candlestick Point/South Basin.

COMMUNITY FACILITIES AND SERVICES

OBJECTIVE 14

ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES TO MEET NEEDS OF LOCAL COMMUNITY.

POLICY 14.1

Assure adequate maintenance programming and resident utilization of existing multi-purpose community facilities.

POLICY 14.2

Expand outreach efforts to increase residents participation in local educational programs.

POLICY 14.3

Carry out a comprehensive system for tracking, monitoring, and setting priorities among the many social programs serving the Bayview Hunters Point community, giving special attention to the needs and concerns of young people.

OBJECTIVE 15

COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND ECONOMIC REVITALIZATION EFFORTS.

POLICY 15.1

Increase funding for and achieve closer coordination between health, social, and educational programs, particularly those relating to drug abuse and teenage pregnancies.

POLICY 15.2

Shape new housing growth to include adequate provision of physical facilities for social and health needs of senior citizens.

POLICY 15.3

Make maximum use of indigenous community resources to increase civic pride and support physical and economic revitalization.

POLICY 15.4

Centralize location for district-wide community information, outreach and meeting activities.

PUBLIC SAFETY

OBJECTIVE 16

PROVIDE ADEQUATE, EFFICIENT AND PROPERLY LOCATED POLICE, FIRE AND HEALTH SERVICES.

POLICY 16.1

Support development of a new police station in South Bayshore.

POLICY 16.2

Support maintenance of five existing fire stations located within or near South Bayshore.

POLICY 16.3

Support improved health services that are more relevant to social-oriented health problems in South Bayshore.

ENERGY

OBJECTIVE 17

SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND REVITALIZATION THROUGH ENERGY MANAGEMENT AND ALTERNATIVE ENERGY TECHNOLOGIES.

POLICY 17.1

Promote the South Bayshore as an area for implementing energy conservation and alternative energy supply initiatives.

POLICY 17.2

Strengthen linkages between district energy planning efforts and overall community development goals and objectives.

OBJECTIVE 18

REDUCE THE OUTFLOW OF DOLLARS FROM THE COMMUNITY DUE TO EXPENDITURES ON ENERGY THROUGH THE IMPROVED ENERGY MANAGEMENT OF TRANSPORTATION, HOUSING, COMMERCE AND INDUSTRY, AND COMMUNITY FACILITIES.

POLICY 18.1

Encourage land use patterns which will reduce transportation needs and encourage methods of transportation which will use less energy.

POLICY 18.2

Enhance the energy efficiency of housing in South Bayshore.

POLICY 18.3

Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of businesses.

POLICY 18.4

Encourage energy conservation and resource management in community facilities and operations in South Bayshore.

SUBAREA PLAN FOR SAN FRANCISCO EXECUTIVE PARK

OBJECTIVE 19

TO CREATE, AS A "GATEWAY TO THE CITY", A BALANCED URBAN DEVELOPMENT WHERE OFFICE, RETAIL SPACE AND A HOTEL ARE INTEGRATED WITH A CENTRAL PLAZA, PROMENADES, AND OPEN SPACE, WITH A NEW RESIDENTIAL COMMUNITY TO THE EAST.

POLICY 19.1: OFFICES

POLICY 19.2: TOWN CENTER

POLICY 19.3: HOTEL

POLICY 19.4: RETAIL USES

**POLICY 19.5: RESIDENTIAL /
COMMUNITY**

POLICY 19.6: OPEN SPACE

**POLICY 19.7: TRANSPORTATION
MANAGEMENT
PROGRAM**

POLICY 19.8: PARKING

POLICY 19.9: TRANSIT

SOUTH BAYSHORE

INTRODUCTION

This plan is a tool for residents and the City to guide the future development of the South Bayshore district of San Francisco. It includes sections on Land Use, Transportation, Housing, Commerce, Industry, Recreation and Open Space, Urban Design, Community Facilities and Services, and Public Safety. South Bayshore, commonly known as Bayview Hunters Point, is a predominantly industrial and residential district. Historically it has been the location of the City's heaviest industries, some of its poorest residents, and its greatest concentration of public housing: characteristics which frequently placed it outside the mainstream of San Francisco life. But today South Bayshore is at a critical junction as urban growth is proceeding in a southeast direction toward South Bayshore, creating a situation whereby its problems can be translated into major opportunities for community, citywide and regional progress. Projects along the southeast corridor of San Francisco, such as South of Market, Mission Bay, the Bayshore Corridor, and Hunters Point Shipyard are increasing the significance of South Bayshore in the future development of the City as a whole. This plan, based on seven years of citizen input, seeks to

provide guidelines for realizing South Bayshore's growth potential in a manner that is in the best interest of the local residents and the city as a whole. This plan was adopted on July 20, 1995 by Resolution #13917 as part of the Master Plan of the City and County of San Francisco and replaces the South Bayshore Area Plan adopted on February 19, 1970 by Resolution #6486 and subsequently amended. A separate sub-area plan is being prepared for Hunters Point Naval Shipyard (as part 2 of the South Bayshore Plan) and the following policies which relate to that property are only intended to provide an area-wide framework for the more comprehensive Shipyard re-use plan.

The citizen input process for the South Bayshore Plan was instrumental in giving focus during the entire seven-year period devoted to the making of the plan. The process was open to citizen comments on a citywide basis with primary comments coming from the Bayview Hunters Point community which will be most impacted by the plan. The citizen input from Bayview Hunters Point was especially helpful in uncovering the basic underlying issues that most directly affect the city and that provide the basis for making the plan a coherent whole.

UNDERLYING NEEDS AND GOALS

Citizen response to surveys identified a number of specific goals and objectives for the future. These specific goals and objectives can be summarized into two broad needs:

- A) The need to arrest the demographic decline of the local population, particularly African Americans, and improve its economic position by giving greater priority to job and business growth than to housing growth.
- B) The need to harmonize different land uses, particularly elimination of conflict between housing and industry, elimination of truck traffic through residential and neighborhood commercial areas, and reduction of health and environmental hazards caused by waste water discharge and industrial by-products.

Analysis of census data clearly shows demographic and economic decline and displacement over the past decade. Demographic decline among the African-American population is citywide, as San Francisco's African American population dropped 10% between 1980 and 1990. No other ethnic group has come close to a similar rate of decline. The city's white population also declined in size, but at a smaller rate than African American population, at 2%. In contrast, there has been dramatic increases in the sizes of the Asian and Hispanic population. Hence while in 1970 African Americans were the second largest ethnic group in San Francisco, today they are the fourth largest. The displacement, however, is occurring not so much as a result of the proposed plan's policies as of natural demographic and market forces.

During this decade of demographic decline among the city's African American population, South Bayshore has emerged as the district with the largest African American population. It was the only district in the city to experience an absolute increase in the size of its African American population, which grew from 15,769 in 1980 to 17,395 in 1990. In effect, Bayview Hunters Point replaced Western Addition as the center of San Francisco's African American population, as Western Addition's population dropped from 18,551 to 14,279 during the same decade.

Although South Bayshore has emerged as the center of San Francisco's African American community, the economic status of this role is tenuous at best. The number of African American residents increased in absolute size, but they decreased in percentage terms from 73% of the total population in 1980 to 62% in 1990. More importantly, living conditions have grown worse over this decade. The percentage of home ownership declined over 8% in the district as a whole, and, over 10% from 57% to 45% among African American households. During the same time the percentage of persons living in poverty has increased from 25% to 30%, unemployment has nearly doubled from 5.5% to 10%, and the percentage of female headed households has increased by almost 10%, from 31% to 40%.

More deeply rooted than these social and economic trends is the legacy of South Bayshore as a heavy industrial area. For over a century, at least since 1868, when the City and County of San Francisco, by State legislature mandate, designated South Bayshore's northern area, thereafter known as "Butchertown", to carry on the business of slaughtering beef, cattle, hogs, sheep, and calves, South Bayshore has been the locus of some of the city's most noxious and unhealthy heavy industries, including steel manufacturing, ship repair, junk yards, and auto wrecking. While these industries were integral to the city's economic base and an important source of high paying blue collar jobs, many were established prior to modern land use, coastal, and environmental regulation. Extensive land fill was carried out along the entire bay line with little regard for soil stability and toxicity. Many of the industries were open-air and emitted soot, dusts, feathers, noxious odors and other pollutants to adjacent and nearby residential areas. The development of South Bayshore as a predominantly industrial and residential area was thereby achieved at extensive costs to environmental health and through extensive conflict between housing and industry.

Since 1950 the worst forms of these environmental and land use problems have abated as the implementation of environmental, land use, and coastal regulations, coupled with redevelopment and functional obsolescence, have given way to newer cleaner



Figure 1
SOUTH BAYSHORE STUDY AREA AND SUB-DISTRICTS

- +++++ *Primary Commercial Center*
- ||||||| *Secondary Commercial Nodes*

industrial areas, particularly in the India Basin industrial area. Yet, ironically enough, over the past decade these problems have resurfaced in a less intense, yet nonetheless critical form as land use conflicts in the South Basin industrial area have become linked to the demographic and economic decline of the South Bayshore community.

The skew of growth in the last decade primarily toward housing, and to a much lesser extent toward warehousing and recycling, is symptomatic of the latest form of land use imbalance in South Bayshore. This imbalance is linked to demographic changes and economic decline that have occurred in the district over the past decade. The primary locus of land use imbalance is the eastern edge of the South Basin industrial area adjacent to the Yosemite Canal and the Candlestick Point State Recreation Area. Unlike the India Basin heavy industrial area which is generally insulated from the residential areas of South Bayshore, the South Basin industrial area is located directly adjacent to primary residential areas of the district. At the eastern edge of South Basin there are a number of very different, frequently conflicting uses existing adjacent or in close proximity to one another; including the Yosemite Canal, the State Park, Bayview residential neighborhoods, the Alice Griffith public housing project, and the Candlestick Park Stadium. Over the past twenty years, many of the industrial parcels at this eastern edge have remained vacant, underused, or served as storage yards for automobiles and metal equipment. More recently, a couple of recycling operations have become established in the area, but none of the active uses have provided a healthful and attractive environment for the State Park and nearby residential areas. None have helped to reduce the land use conflicts in the area.

The relationship between these diverse uses is uneasy. There is no clear transition between different use areas. Many of the storage yards are eyesores. Vacant parcels are frequently used for illegal dumping or for spillover parking when the Stadium has sold-out crowds for major events. Since there is no easily accessible public transit to the stadium, most patrons use their private automobiles, frequently creating significant congestion and parking problems on major event days. Industrial operators surveyed for the South

Bayshore Issues Report complain of security as the most significant problem. They also complain that there are no amenities, such as cafes, restaurants, outdoor lounging areas, etc., for their employees. Because of chronic land use and circulation problems, the area is not working well for any given use, whether industry or housing.

PLAN STRATEGY

The underlying strategy to reach these goals involves first, creating the necessary land use and market conditions to make Bayview Hunters Point a desirable place for major employers to invest in the district. Major employers, whether industrial, heavy commercial, or institutional, need land where they can thrive and flourish undeterred by competing uses. The most appropriate area for businesses and jobs to grow and flourish in South Bayshore is the Hunters Point Shipyard, where such uses can be physically insulated from residential neighborhoods. A major element in this strategy is to improve the land use pattern and appearance of the areas surrounding the Shipyard, which in turn would make the Shipyard more attractive to private investors. The surrounding areas most in need of improvement are the industrial lands around Yosemite Canal. This plan refers to this area as the Candlestick Point Perimeter because of its adjacency to the Candlestick Point State Recreation Area (see Figure 4).

The second strategy proposed in this plan is therefore to use the housing growth presently occurring in South Bayshore to attract business and job growth. Housing growth, rather than being an obstacle to attracting business growth, can be a means for such attraction. This housing growth, resulting from the shortage of housing in San Francisco and the Bay area, can be guided into areas such as the Third Street corridor and Hunters Point Shipyard to help attract new commercial and industrial uses.

The primary rezoning proposal in the South Bayshore Plan is the Restricted Light Industrial Special Use District in the Candlestick Point Perimeter area. Under this proposal, approximately 70 acres of industrial land bordering the waterfront and the resi-

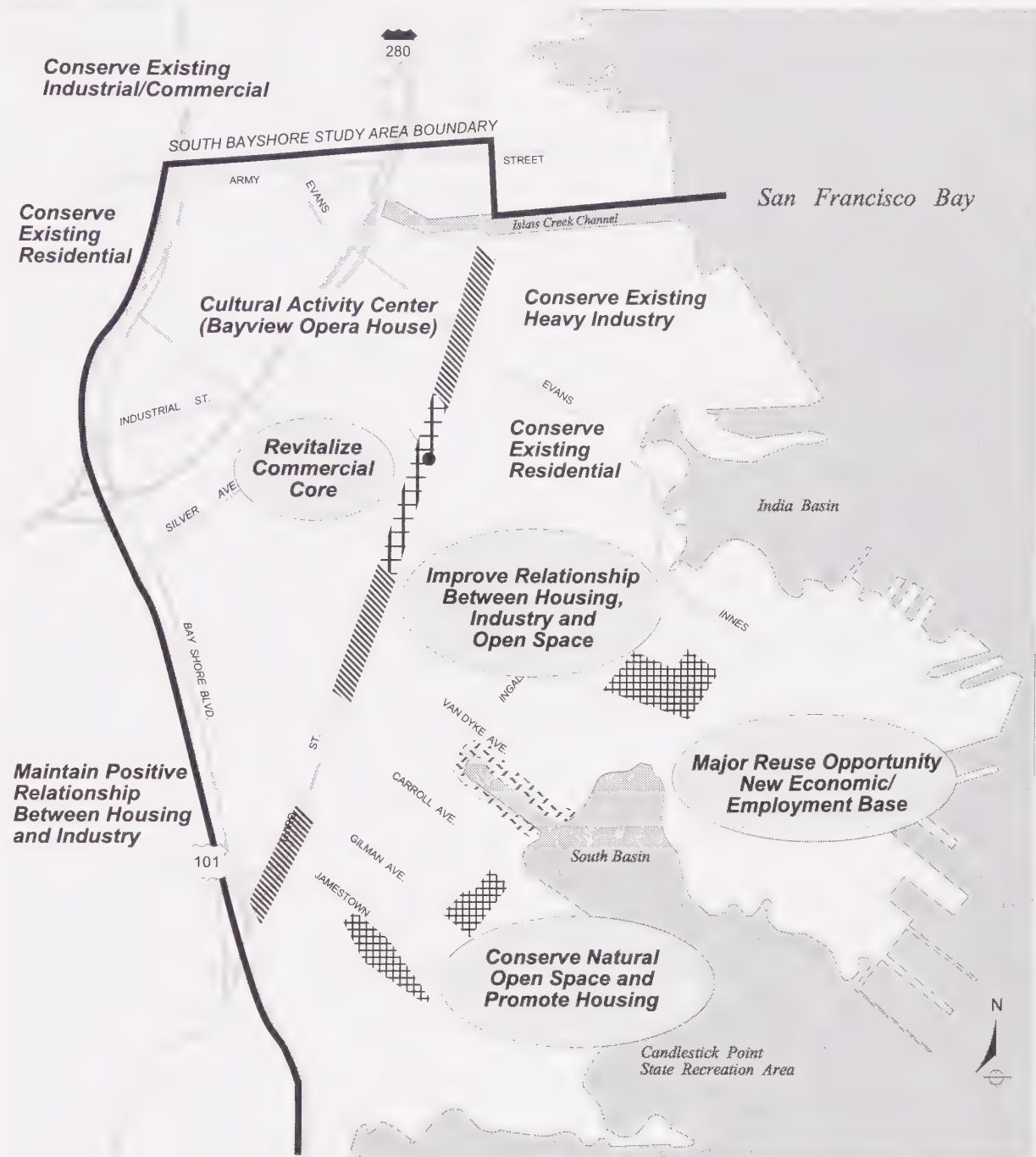


Figure 2

CONSERVATION AND REVITALIZATION PROGRAM SUMMARY

	Moderately Low Density Housing		Neighborhood Commercial Core
	Complementary Growth Centers - Apartments		Proposed Wetlands Area

dential areas to the south and north would have restrictions on intensive industrial uses. The objective of this proposal is to improve the land use pattern, circulation routes, and physical appearance of the industrial, residential and open space areas approaching the southern entrance to Hunters Point Shipyard, and thereby making the Shipyard more attractive for major private investment that can create business and job opportunities for local residents in South Bayshore and the city as a whole. Spin-off benefits would be to appreciate and stabilize property values of the surrounding residential neighborhoods, conserve and stabilize the predominantly African American neighborhoods on the east side of Third Street in order to maintain ethnic diversity in San Francisco, and improve security and create amenities for workers in the core of the South Basin light industrial area.

The other major proposal in the plan calls for the revitalization of Third Street (see Figure 8). As the primary artery running through the middle of the South Bayshore district, Third Street has a significant influence on investment attitudes toward the district as a whole. The major rezoning aspects of this proposal call for lowering the height limit of the commercial core of Third Street from 105 feet to 40 feet (see Figure 6) to preserve existing neighborhood character, and for creating a special use district that prohibits new liquor stores and encourages more retail and mixed-use development on the street. At present Third Street suffers from an overconcentration of liquor stores and a lack of essential neighborhood retail services. This overconcentration is probably the biggest factor contributing to the leakage of retail dollars from the district, whereby residents avoid Third Street and travel to shopping centers outside the district for most of their retail needs. By prohibiting establishment of new liquor stores, the Special Use District proposal seeks to encourage healthier, more essential retail uses that will encourage local residents to again shop on Third Street.

The Third Street revitalization proposal also calls for using housing growth to stimulate job and business growth. At present, Third Street has a low-scale building horizon. Although it serves as the primary commercial strip for the district, most of its buildings are no more than one or two stories high. There is little need for net new commercial space since

the section of Third Street running through South Bayshore is over 32 blocks long with the ground floors of most buildings devoted to retail or wholesale activity. What is needed is housing over commercial, similar to what exists on most active neighborhood commercial districts in San Francisco. Construction of housing over retail with good urban design would greatly help to improve the appearance of Third Street and enhance its role as the activity center of South Bayshore. Moreover, by bringing more pedestrians onto the street it would help to increase the consumer base for merchants, thereby making retail activity more vital and secure.

The Third Street and Candlestick Perimeter proposals are the nuclei for making the South Bayshore Area Plan an effective and implementable plan. Attached to these proposals are a number of other proposals and policies that reflect citizen input and are designed to strengthen the plan's function for bringing about real change that is in the best interest of Bayview Hunters Point residents and the city as a whole. These ancillary proposals and policies are contained in the appropriate plan sections that follow this introductory chapter. Below is a brief summary of some of the more significant proposals:

- Conserve and enhance low-density character of existing residential areas
- Modernize the wastewater facilities in order to enhance the residential livability along the southeast shoreline.
- Protect and where possible expand industrial areas that offer greatest potential for increasing local job and income opportunities and strengthening and diversifying the economy of the city as a whole
- Develop light rail transit from Downtown through Bayview, preferably along Third Street
- Protect existing open space and acquire new well-designed open spaces giving special attention to the vacant triangular blocks on Third Street that could help to soften the visual appearance of the street
- Improve the overall environmental quality of South Bayshore

- Conserve the archeological and cultural heritage of South Bayshore's aboriginal population
- Give special priority to eliminating poverty and providing Bayview residents with the necessary skills and opportunities for full participation in the private market economy
- Fully integrate Bayview Hunters Point into the economic and cultural fabric of San Francisco as a whole, giving special attention to reuse of Hunters Point Shipyard as a means of diversifying San Francisco's economy and increasing its technological linkages with the regional and international economy

Policies giving priority to Bayview Hunters Point residents for training, employment, affordable housing, and related opportunities will apply to the maximum extent legally feasible to the entire district. How these policies are developed and implemented will be consistent with citizen input and participation. While this master plan calls for revitalization it is not a redevelopment plan. Whether or not tools such as redevelopment are used to bring about these opportunities will be a matter of choice for citizens and the city's policy makers. The only stipulation in the master plan, outside of the rezoning proposals and environmental certification, is that no residents have their homes taken from them and no resident is displaced. The rezoning proposals are applied to areas of greatest land use conflict between housing and industry and where the stability of existing residential and industrial areas is most threatened. Also, special attention will also be given to restoring natural areas that form key points in South Bayshore's topography; especially Islais Creek, Yosemite Canal, Bayview Hill, and the potential for landscape design improvements along Third Street.

LAND USE

The principal objectives for land use in the South Bayshore are: Achieve favorable balance among residential, industrial, commercial and open space uses; stimulate development in underused and declining areas; protect low scale physical character; and increase pedestrian-oriented neighborhood commercial and social activities.

BACKGROUND

Overall, South Bayshore has an established land use pattern with industry and housing as the dominant uses. The horizon of industrial, residential, and other buildings tends to be low, rarely over three stories high, which helps to maintain definition of the district's natural topography. Conflict between housing and industry has abated over the past few decades, but significant conflicts still remain: primarily on the eastern edge of the South Basin industrial area which abuts the Candlestick Point State Park, the Yosemite Canal, the Alice Griffith public housing project, and Candlestick Park Stadium; and through the heavy circulation of industrial truck traffic through neighborhood residential and commercial areas. Also, on several blocks in South Basin, housing and industry exist directly adjacent to each other. Outside of these areas of conflict, other major industrial areas, particularly India Basin and Hunters Point Shipyard tend to be physically insulated from residential areas.

While South Bayshore's general land use pattern is already established, the district nonetheless lacks the vitality and vibrancy that exist in most other San Francisco districts. This is most visible in the retail sector along Third Street. To some extent, this is caused by the low density demographic structure of South Bayshore, its low building scale, and a lack of development in many areas. While each use area is largely built up, each also has a fairly large amount of vacant and underused parcels. For example, Bayview Hill, a major residential area, is largely undeveloped. Hunters Point Shipyard, the single largest industrial area in the district, has not been fully utilized since its closure as a naval ship repair facility in 1974. And much of the eastern edge of the South Basin industrial area along the State Park is vacant and underused. Of these larger vacant and underused areas in South Bayshore, the eastern edge of industrially-zoned land in South Basin is the most problematic in terms of fostering land use disharmony. Located adjacent to the State Park, a healthy light industrial area, a public housing project, and single family residential areas, this eastern edge functions as a sort of 'no man's land' where illegal dumping and vandalism are common. Building up this area to clarify and improve the rela-

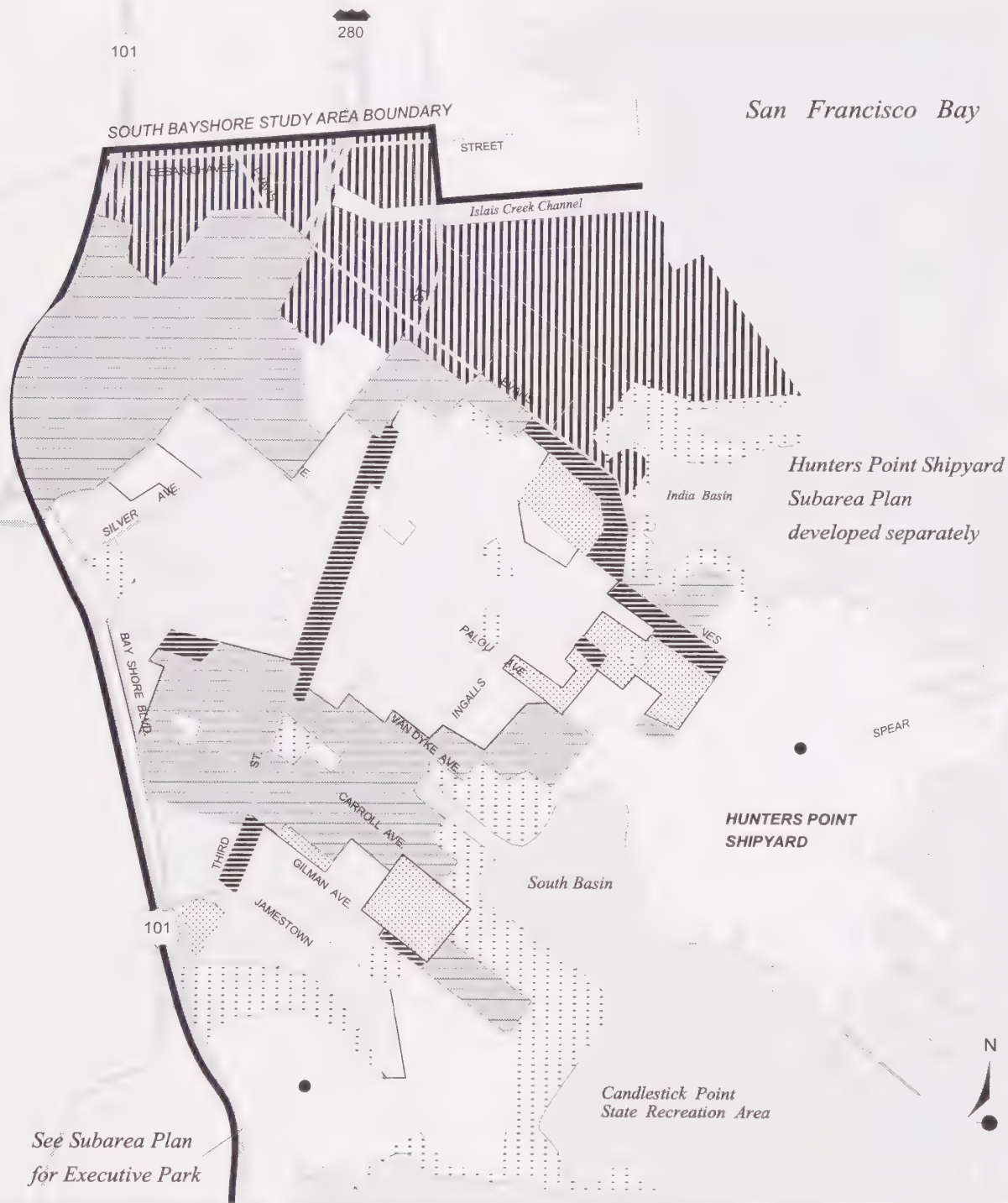
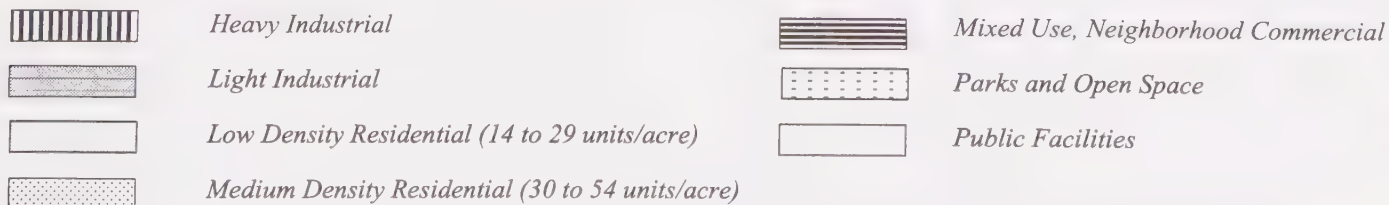


Figure 3
GENERALIZED LAND USE AND DENSITY PLAN



tionship between the diverse adjacent healthy uses could be of significant benefit to the district as a whole.

The lack of vitality and vibrancy in South Bayshore's land use pattern is also caused by social and economic factors. In many ways, the district's economy has never fully recovered since the closure of Hunters Point Shipyard in 1974. The Shipyard has traditionally functioned as the economic base of the Bayview Hunters Point community. The loss of jobs and income associated with the closure of the naval ship repair activities at the Shipyard has exacerbated social and economic problems in the district. For example, very few South Bayshore residents shop regularly on Third Street, the district's primary commercial area, even though it is centrally located in relation to the residential neighborhoods. Shoppers are deterred by the general unattractiveness of many portions of the street, the lack of variety in essential neighborhood-serving retail uses, the empty storefronts, the overconcentration of liquor stores, and related loitering. Third Street has assumed this character during the years since the closure of naval ship repair activities at the Shipyard. Closure of the Shipyard coupled with a dramatic decline in population due to clearance of the old war housing on Hunters Point Hill undercut the market structure needed to make Third Street a vital shopping area. Presently there is little incentive for private investment on the street. Public actions will be needed to make it more attractive for private market activity.

Problems on Third Street, underuse of the eastern edge of South Basin, as well as the underused state of Hunters Point Shipyard, suggest that the key to policies for revitalizing South Bayshore is to adopt a strategy of using housing growth presently occurring as means of attracting business and job growth that directly benefit existing Bayview residents. The amount of vacant land, concentrated and dispersed, that exists in South Bayshore provides ample room to implement this strategy without diminishing the low-density family orientation of existing residential areas and without threatening the economic vitality and growth of established industrial areas. Stimulating revitalization of Third Street presents a special problem because most of it is already built-up and because the existence of major social problems places a formidable constraint

on the ability to re-market the land for healthier uses. Nonetheless, over the long run, an increase in population, both residential and worker, should provide the necessary market stimulus to begin to change the general character of Third Street and attract healthier uses.

OBJECTIVE 1

STIMULATE BUSINESS, EMPLOYMENT, AND HOUSING GROWTH WITHIN THE EXISTING GENERAL LAND USE PATTERN BY RESOLVING CONFLICTS BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS.

POLICY 1.1

Improve the relationship between housing and industry along the perimeter of the industrial area bordered by Candlestick Point State Recreation Area and the residential communities in the South Basin area.

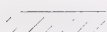

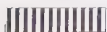


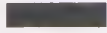


One strategic subarea for using improved land use quality and housing growth to stimulate long term economic and employment growth is the perimeter of the Candlestick Point State Recreation Area. The subarea is shown in Figure 4.

Part of this subarea consists of vacant and underused land southward of the Yosemite Slough between the State Recreation Area, Alice Griffith Housing project and Candlestick Park. Most of the land is currently zoned M-1, but with the Candlestick Point State Recreation Area and the existing residential neighborhood as the primary adjacent uses, it is becoming less suitable for intensive industry and more suitable in the long term for housing or live-work uses. The Yosemite Canal is proposed as a wetlands area by the Master Plan for the Candlestick Point State Recreation Area. Parcels immediately surrounding the canal presently include intensive uses, such as auto wrecking yards, that would not provide a positive supportive environment for the proposed wetlands area. Development or enlargement of these uses on these parcels should be prohibited, and development considered only if the project enhances Yosemite Canal as a



Figure 4

CANDLESTICK POINT PERIMETER PROPOSED REVITALIZATION AREA

	Candlestick Point State Recreation Area		Moderately Low Density Housing (Private Property)
	Proposed State Recreation Area		Moderately Low Density Housing (Public Property)
	Proposed Wetlands Area		Supporting Neighborhood Commercial
	Alice Griffith Public Housing- Proposed Improvements		Buffer Zone between Industry, Housing, and Recreation Area (Restricted Light Industry)

proposed wetland area and does not create any conflicts with the surrounding residential areas.

The Alice Griffith public housing project south of the canal is scheduled for improvement and should be incorporated in an overall program to stimulate new housing growth. The Alice Griffith site includes a large tract of vacant land, over 300,000 square feet, owned by the Housing Authority and zoned for moderate density residential. This provides an opportunity for the Housing Authority to be a major partner in the overall housing development proposed for the Candlestick Point Perimeter area and assure that the total amount of new housing include a mixture of middle, moderate, and low income housing units that is reflective of the current demographic character of South Bayshore.

Since Ingalls and Carroll Avenues are established truck routes, it is essential that any housing developed in this immediate vicinity be adequately insulated from the adverse effects of heavy traffic through sound walls, back lot treatments, and other engineering and design measures as necessary. While it is also essential to accommodate this truck route to serve the industrial businesses in this area as well as those proposed for Hunters Point Shipyard, new or expanded businesses in this area should take every precaution possible to minimize impacts from trucks on the surrounding residential areas. Also, soils in the area will need to be tested for the presence of toxic materials, with clean-up required to remedy any hazardous conditions. Like much of the existing southeast shoreline, the Candlestick Point Perimeter area was created by land fill prior to the development of modern environmental regulations and standards. As a once-active heavy industrial area, it could have toxic soil conditions on many developable sites. Most of the area already falls within the soil testing zone whereby soil tests and clean-up are required as a part of building permit activity. The entire area should be brought under this zone, per Public Works Code, Article 20.

POLICY 1.2

Restrict toxic chemical industries and other industrial activities with significant environmental hazards from locating adjacent to or nearby existing residential areas.

Many areas adjacent to residential areas in South Bayshore are presently zoned M-1 (light industrial). This zoning class prohibits manufacture, refining, distillation or treatment of abrasives, acid, alcohol, asbestos and similar hazardous chemicals as well as other heavy industries, such as auto wrecking yards, iron processing, and blast furnaces. This prohibition should be maintained to assure that these areas are adequately protected and insulated from the adverse impacts of toxic industries. The M-1 zoning, however, still permits uses such as waste transfer and automobile wrecking which can become nuisances to nearby residences because of toxic by-products, dust, litter, vermin, truck traffic, or noise. These uses, therefore, should be restricted if possible near existing residential areas.

POLICY 1.3

Adjust selected zoning boundaries of South Basin east of Third Street to provide greater compatibility with adjacent residential uses.

There are various blocks in South Basin that include a mixture of both industrial and residential uses. In some cases, these uses have managed to achieve a healthy co-existence. In other cases, one use type appears to have thrived at the expense or neglect of the other. Those uses should be supported which will help to abate land use conflict in this area.

POLICY 1.4

Encourage development of South Basin west of Third Street as light industrial/heavy commercial activity center.

South Basin West (as shown on Figure 1) directly abuts housing areas, but the relationship is less problematic than on the eastern side of Third. More-



Figure 5
REQUIRED SOIL TESTING ZONE (Hazardous Materials)

 Additions to Existing Testing Zone  Testing Zone



Figure 6
AREAS OF MAJOR POTENTIAL LIQUEFACTION HAZARD

Source: John A. Blume & Associates, Engineers, June 1974

over, South Basin West has an interesting mix of industrial and heavy commercial uses, ranging from a bottling plant, a popular citywide bakery plant, to the last remaining farming site in San Francisco that is actively used. The area also has some large sites for potentially major new development. A large portion, close to twenty percent of this subarea, is taken up by the old vacant Lucky Lager Brewery. A single-family development of more than 250 units was approved for this site. The new housing should be designed to buffer and effectively minimize conflict with adjacent industrial uses.

POLICY 1.5

Encourage a wider variety of light industrial uses in South Basin by giving greater priority to live/work activity, by more efficient use of industrial space, and by more attractive building design.

Over the past thirty years South Basin has undergone a natural evolution from a heavy industrial to a light industrial area. This evolution should be supported and reinforced because South Basin is abutted by established low-density residential neighborhoods or public open spaces on all sides and the trend toward light industries reduces the potential for adverse conflicts with these residential neighborhoods. Live-work uses should be encouraged at the edges of the district in the Restricted Light Industrial Special Use District buffer zone. Other existing light industrial zoning should be maintained with special attention given to improving industrial building design. Housing growth other than live-work space should be discouraged in South Basin industrial area to provide a more supportive environment for business to thrive and flourish.

POLICY 1.6

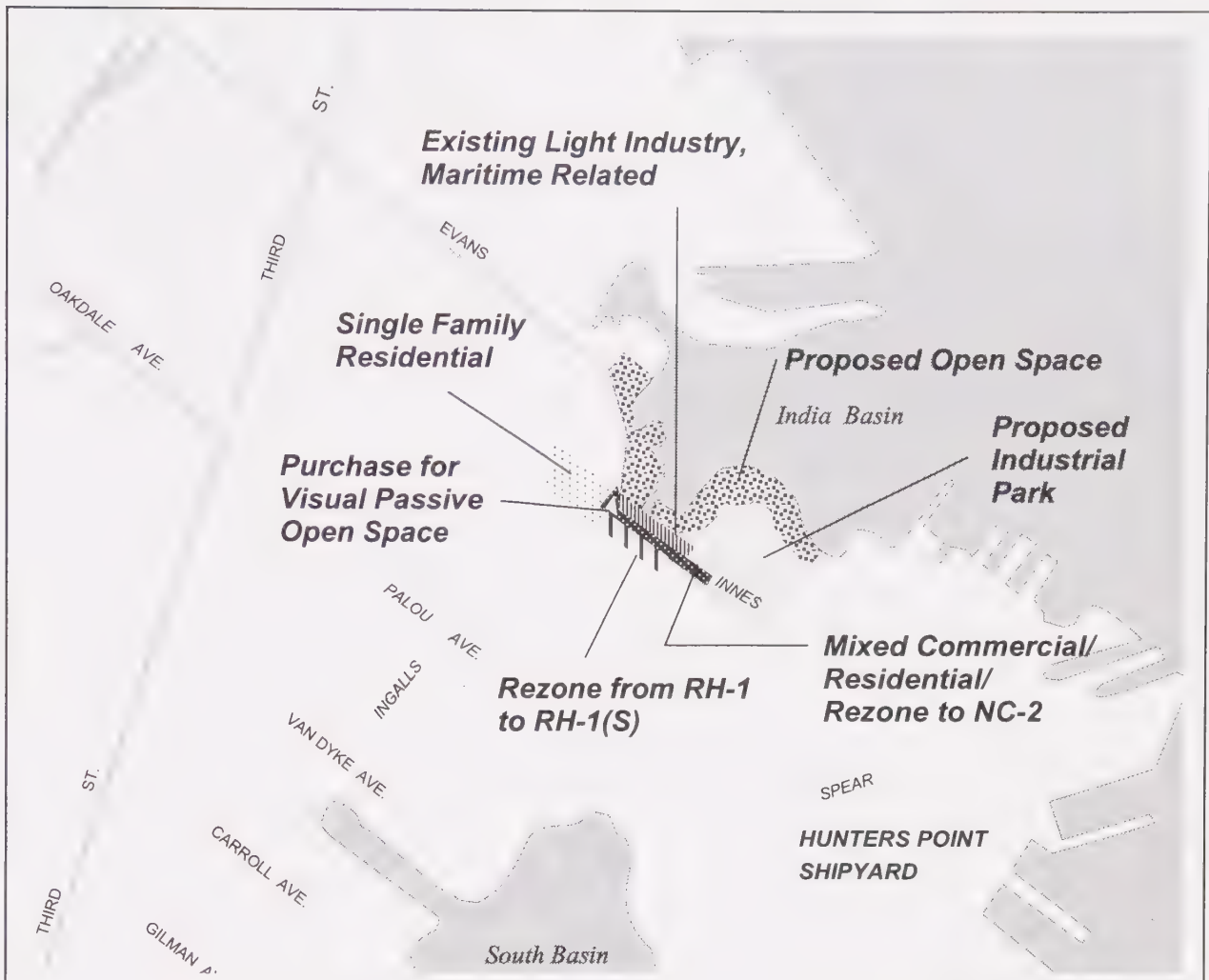
Encourage development of a healthy mix of residential, retail, open space, and small trade shops along Innes Avenue to buffer the India Basin industrial area from the Hunters Point residential community.



The stretch of Innes Avenue leading up to the northern point of entry of the Hunters Point Naval Shipyard serves as a buffer between the heavy industrial uses in India Basin and the residential uses in Hunters Point. This area is undergoing modest private revitalization with a potential interesting mix of uses taking place. Figure 7 gives a general description of the area. The base of the area, at the corner of Hawes and Innes Avenues, is the site for Our Lady of the Lourdes, the oldest Catholic church in the district. Directly behind the church site, six new housing units have recently been developed. Innes Avenue leading up to the shipyard is currently zoned CM on the northern side of the street and RH-1 on the southern side. New housing is being developed on the southern side. Directly north of Innes Avenue an industrial park is proposed. If developed, it would be bordered on the east by an eleven acre spit of open space that will provide direct public access to the India Basin shoreline. This healthy co-mingling of diverse residential, light industrial, small retail, and heavy commercial uses with natural-oriented open space areas should continue to be encouraged.

OBJECTIVE 2

IMPROVE USE OF LAND ON THIRD STREET BY CREATING A MORE COMPACT COMMERCIAL AREA, ESTABLISHING CENTERS FOR GROWTH OF COMPLEMENTARY USES, AND RESTRICTING UNHEALTHY USES.

**Figure 7****INNES AVENUE BUFFER ZONE**

Revitalization of Third Street is probably the most complex issue facing the South Bayshore community. The physical, economic, and social problems that exist on certain parts of the street impact the entire district and need immediate action. Yet there are no quick solutions. The challenge is not simply that of getting rid of undesirable uses; it is also that of attracting healthy and desirable new uses. There is no demand for net growth in small-scale retail space because the street already has too much or adequate commercial space relative to its existing and potential population size. There is, however, a demand for large scale retail such as a grocery store, clothing stores, or fast food restaurants. There appears to be little demand for commercial office uses.

The use with the greatest potential demand is housing, particularly three and four story apartment buildings. Such housing could make the street more attractive while also improving the market for health retail activity. The problem is that the present physical appearance and social climate on the street is not conducive to attracting stable middle-income tenancy for apartments. Given the central influence that Third Street has on investment attitudes about the entire South Bayshore district, a series of vigorous public actions are needed to change the appearance and climate of the street and make it conducive for stable quality apartment growth.

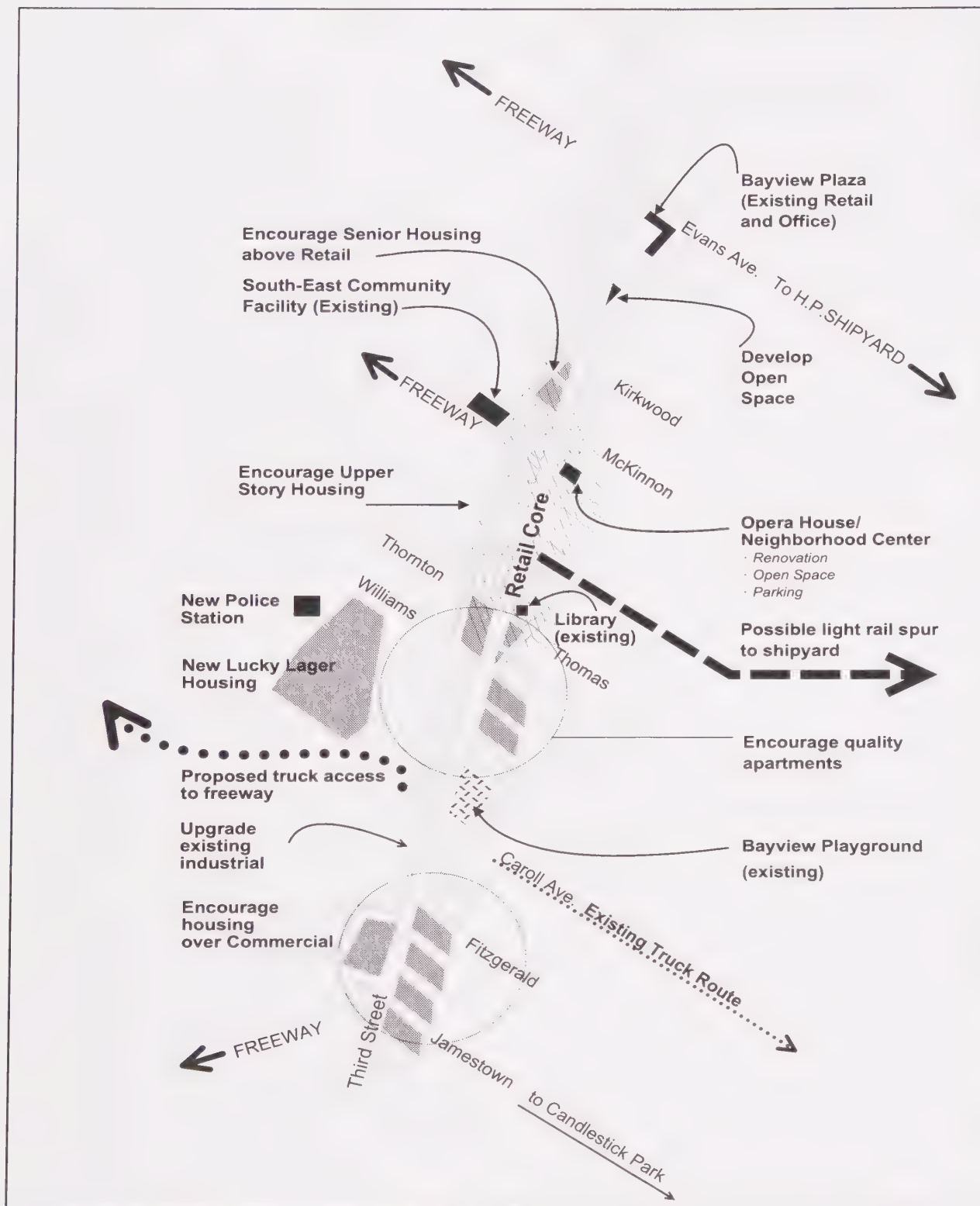


Figure 8
THIRD STREET REVITALIZATION
Suggested Guidelines and Policies Summary

San Francisco Planning Department

POLICY 2.1

Improve the physical and social character of Third Street to make it a more livable environment.

Steps should be taken which ultimately would make Third Street an attractive market for new apartment developments. Apartments could provide the consumer market structure needed to bring healthier retail activity to Third Street on a continuous basis. Apartment development will not be feasible, however, until the environment of the street is made more attractive and secure for apartment life.

An approach for revitalizing Third Street could follow the suggested land use framework, as shown on Figure 8. This framework largely conforms to the existing character of the street. It designates the blocks between Kirkwood Avenue on the north and Thomas and Thornton Avenues on the south as the commercial core of Third Street. Healthy retail could be encouraged on these blocks with the Bayview Opera House serving as the hub. The adjacent sections — between Fairfax and McKinnon Avenues to the north and between Jamestown and Thornton and Thomas Avenues to the south — would be centers for encouraging new apartment growth, perhaps with some retail uses on the ground floor.

Senior housing might be considered as a means for improving the character of Third Street and making it more conducive for private market rental housing. This assumes that there are available sites on the street for a senior housing complex. If the City and community decide to develop senior housing, it should be done in a way that minimizes displacement of existing residents on Third Street.

POLICY 2.2

Shape improvement of Bayview Opera House to serve as primary cultural activity center for revitalization of Third Street.

By location, historical character, and overall mission the Bayview Opera House is central to any efforts to revitalize Third Street. As one of the primary city facilities providing cultural and artistic programs



for San Francisco's African-American population, it has the potential to serve as a magnet for attracting the necessary outside market needed to make retail activity on the street economically strong.

POLICY 2.3

Restrict uses such as liquor sales establishments on Third Street.

One of the primary conditions for revitalizing the Bayview Hunters Point community is the need to attract a healthier mix of retail uses on Third Street and discourage unhealthy uses. The most prevalent unhealthy use is the large number of retail outlets selling alcoholic beverages for off-premises consumption. Survey results in the Issues Report found that Third Street, from Army Street to Meade Street, contains twice as many liquor stores as neighborhood commercial strips of a similar size in San Francisco. This heavy concentration of liquor stores and their related social problems give a negative image to Third Street. Billboards advertising alcohol or cigarettes, and check-cashing outlets, because of their proliferation, also degrade the image, health and welfare of the environment. Many of these uses attract undesirable loitering that deters pedestrians from walking on the street, creates traffic congestion, and has adverse impacts on adjacent residential uses. Figure 9 shows the distribution of liquor stores in South Bayshore.

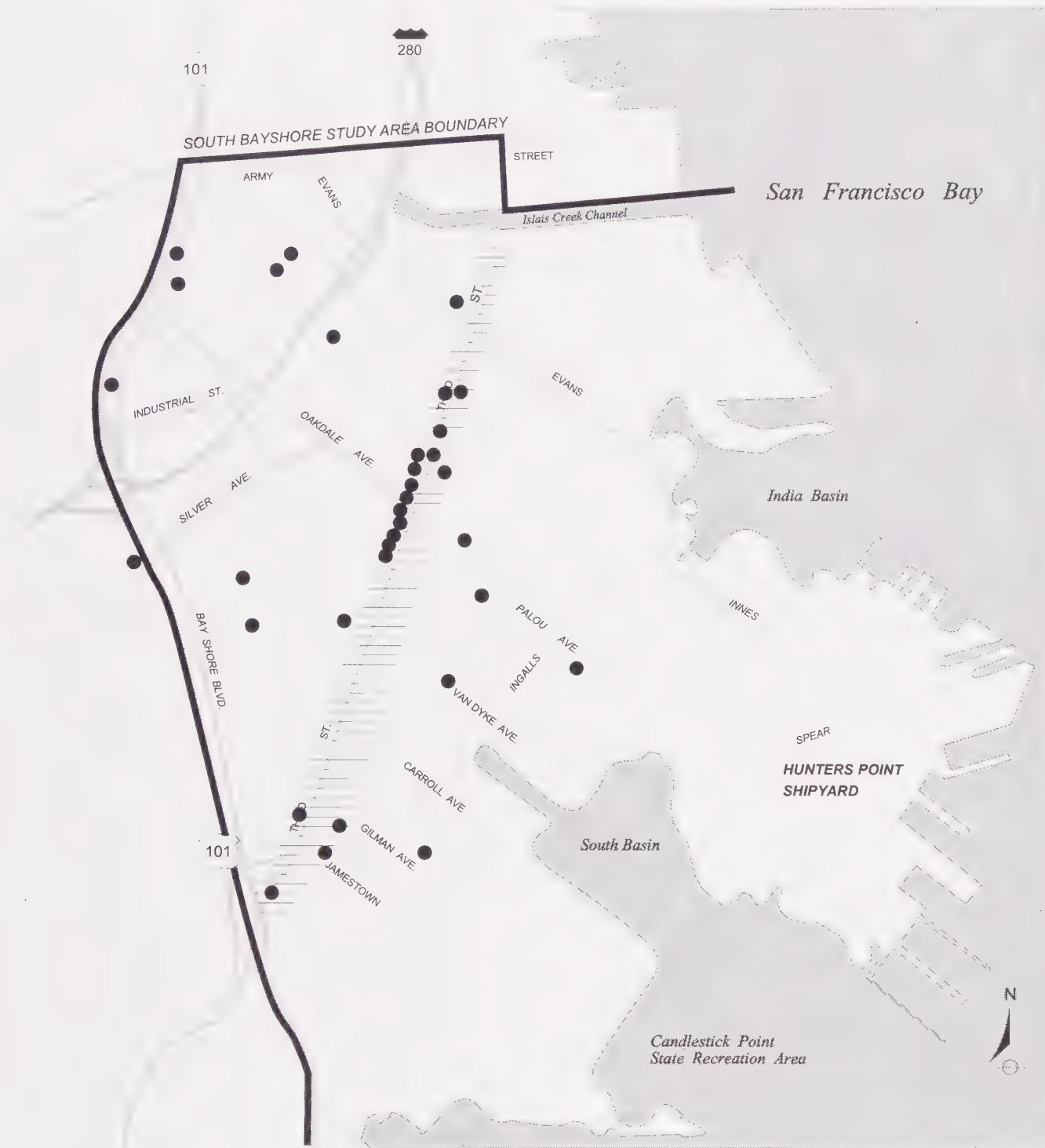


Figure 9
PROPOSED AREA FOR RESTRICTING LIQUOR STORES

- *Existing Liquor Store Location*
- ▨ *Area for restricting liquor stores*

POLICY 2.4**Encourage new mixed-use projects to strengthen Third Street as the commercial spine of the neighborhood.**

There are opportunities for more moderate density residential development and mixed residential/non-residential activities at several places indicated in Figure 8. Most of these are at the edge of the core commercial area where there are large underutilized lots. See Commerce Objective 7, Policy 2.

TRANSPORTATION

The principal objective for transportation planning is to provide adequate transportation services to maintain the economic vitality of South Bayshore and improve the livability of residential neighborhoods.

Background

The diverse land use pattern of South Bayshore poses potentially conflicting requirements on its transportation system. Each major type of land use — the shipping and rail-oriented industries in India Basin, the heavy commercial along Bayshore Boulevard, the low density residential neighborhoods, the neighborhood serving retail along Third Street, Candlestick Park Stadium, the Candlestick Point State Recreation Area, and the proposed development at Hunters Point Shipyard - has its own particular transportation needs. With relatively wide streets, two nearby freeways, and an existing commuter rail system, South Bayshore has many of the elements of the comprehensive circulation system that would be needed to handle these diverse needs. The primary gaps relate to truck traffic and public transit.

Because many industrial uses, particularly in South Basin, are located adjacent to neighborhood residential and commercial areas, there is frequent intrusion of truck traffic into these areas. South Bayshore lacks a major thoroughfare which connects industrial areas to the freeway system without passing through residential areas or the neighborhood commercial sections of Third Street. Such intrusion is one

of the most common complaints among residents about the district.

The truck traffic problem is also related to a larger problem dealing with the freeway facilities in the southeast section of San Francisco. I-280 is not adequately connected to the Bay Bridge to encourage industrial truck traffic away from residential areas and off of surface streets. I-280 serves the northern industrial areas of South Bayshore, but going northward to the East Bay, it ends and returns vehicles to congested surface streets before connecting to I-80 at Fifth and Bryant Streets. Because of this lack of connection, many trucks prefer using Third Street to go to the Bay Bridge even though it runs through neighborhood commercial areas.

The other major gap deals with the inadequacy of public transportation in relation to existing and future population needs. South Bayshore is well served by #15-Third bus line which provides a regular direct connection from Third Street to Downtown and City College of San Francisco. Otherwise public transportation services are lacking. Public transit is more convenient for traveling from South Bayshore to Downtown than for traveling between different South Bayshore neighborhoods. Although South Bayshore has a major regional facility in the Candlestick Park sports arena, the public transit services to this facility are limited. The district also lacks the variety of pedestrian and bicycle pathways that one finds in many other parts of San Francisco. Social problems in South Bayshore also have an adverse impact on public transit, especially Muni services. For example, Muni services in South Bayshore are frequently disrupted by juveniles throwing rocks, bottles or other objects at passing Muni buses. When these incidents occur, Muni either reroutes or suspends service to the entire area for the remainder of the evening, greatly inconveniencing residents who need convenient access to public transit for employment and essential services. Much of the reason for the lack in transit services is the low population density in South Bayshore. It does not have the ridership volumes needed to warrant a greater variety of services. However, this situation is changing, with the population increase presently occurring in the district.

OBJECTIVE 3

MAKE SURFACE STREET AND FREEWAY IMPROVEMENTS TO ENCOURAGE TRUCK TRAFFIC AWAY FROM NEIGHBORHOOD RESIDENTIAL AND COMMERCIAL AREAS.

POLICY 3.1

Improve and establish truck routes between industrial areas and freeway interchanges.

Truckers will use non-residential and non-neighborhood commercial streets only if they are provided a viable alternate route. Key improvements to the existing system would serve to encourage truckers to use routes that do not disrupt existing residential and neighborhood commercial streets. The absence of a direct connection to the I-280 from the South Bayshore is a major cause of the industrial truck traffic problems in South Bayshore. Also, the lack of a direct connection between I-280 and the Bay Bridge discourages many trucks from using I-280, resulting in increased truck traffic on surface streets. The City should work with Caltrans to determine and develop ways of improving truck usage of I-280 as alternative to truck usage of surface streets. As housing development increases with the spread of urban growth along the southeast corridor of the city, from South of Market to Visitacion Valley, the issue of separating industrial traffic from residential and neighborhood commercial traffic will become increasingly important.

OBJECTIVE 4

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF PEOPLE AND GOODS, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.

POLICY 4.1

Develop a comprehensive network and schedule of roadway improvements to assure that South Bayshore maintains an adequate level of service at key intersections as the residential and work force population in the district increases.

POLICY 4.2

Develop the necessary improvements in public transit to move people efficiently and comfortably between different South Bayshore neighborhoods, to and from Candlestick Park, and to and from Downtown and other parts of the region.

Effective measures are needed for improving public transit services in South Bayshore. The overall objective of such measures should be to shift resident preferences away from private automobile use to public transit use and to reduce the use of private automobiles accessing events at Candlestick Park Stadium. This would require improving public transit access among different South Bayshore neighborhoods as well as between South Bayshore and other parts of the City, especially Downtown. It would also require ameliorating the social issues that affect the security of public transit services in the district.

POLICY 4.3

Give special consideration to light rail along Third Street as the nucleus for public transit improvements and for stimulating wider public transit usage and social/economic revitalization.

A light rail system linking South Bayshore to Downtown and other parts of San Francisco can be instrumental in achieving the overall transportation, land use, and energy conservation objectives of the South Bayshore Plan. It can help to produce direct transportation benefits, such as encouraging more people to use public transit, as well as indirect benefits, such as a more healthful physical environment and social/economic revitalization. In addition, it can help to eliminate the geographical isolation of South Bayshore from the rest of the city. The southeast offers



Figure 10
VEHICLE CIRCULATION PLAN

Freeway
 Major Thoroughfares
 Secondary Thoroughfares

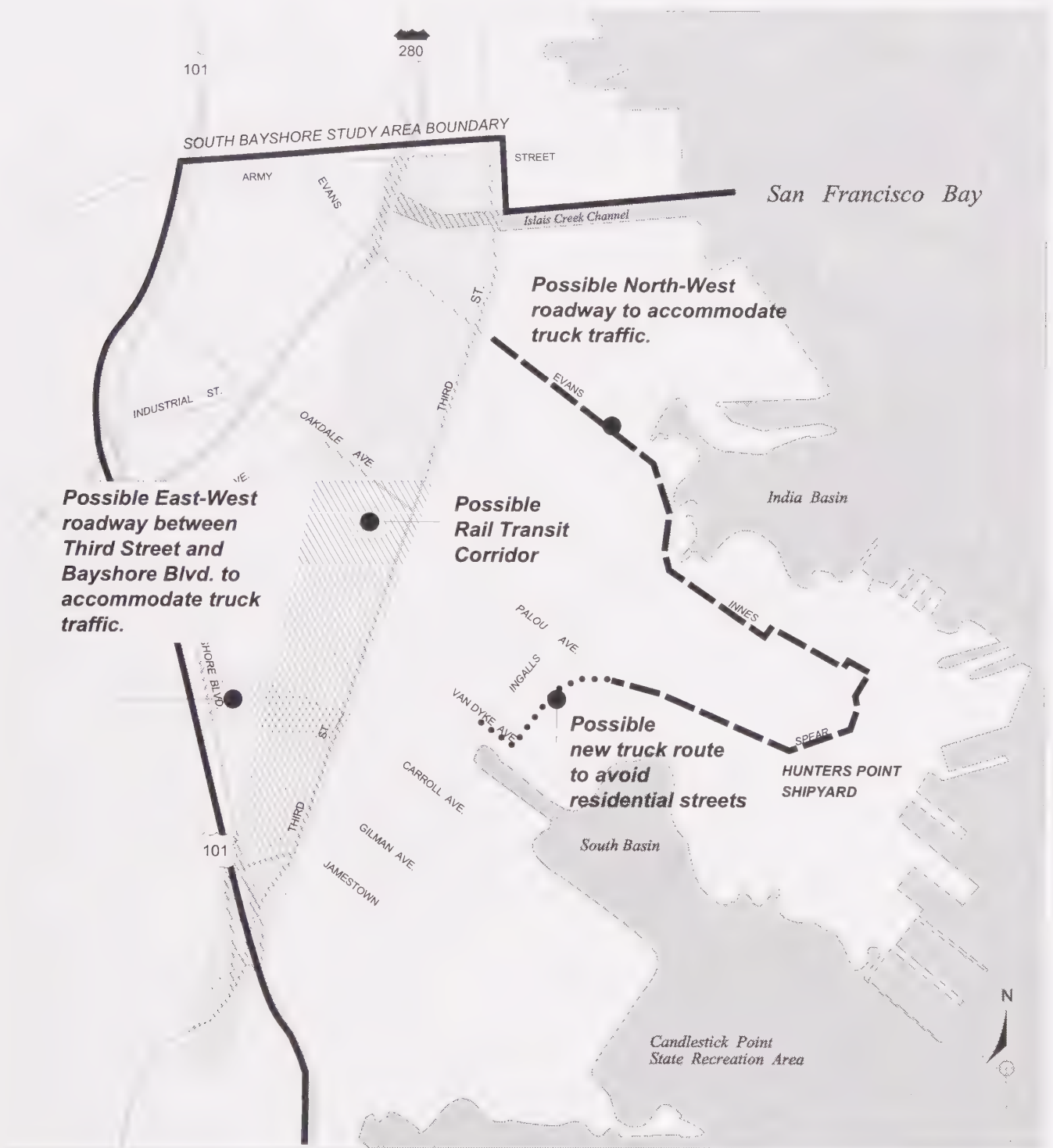


Figure 11
MAJOR TRANSPORTATION IMPROVEMENTS

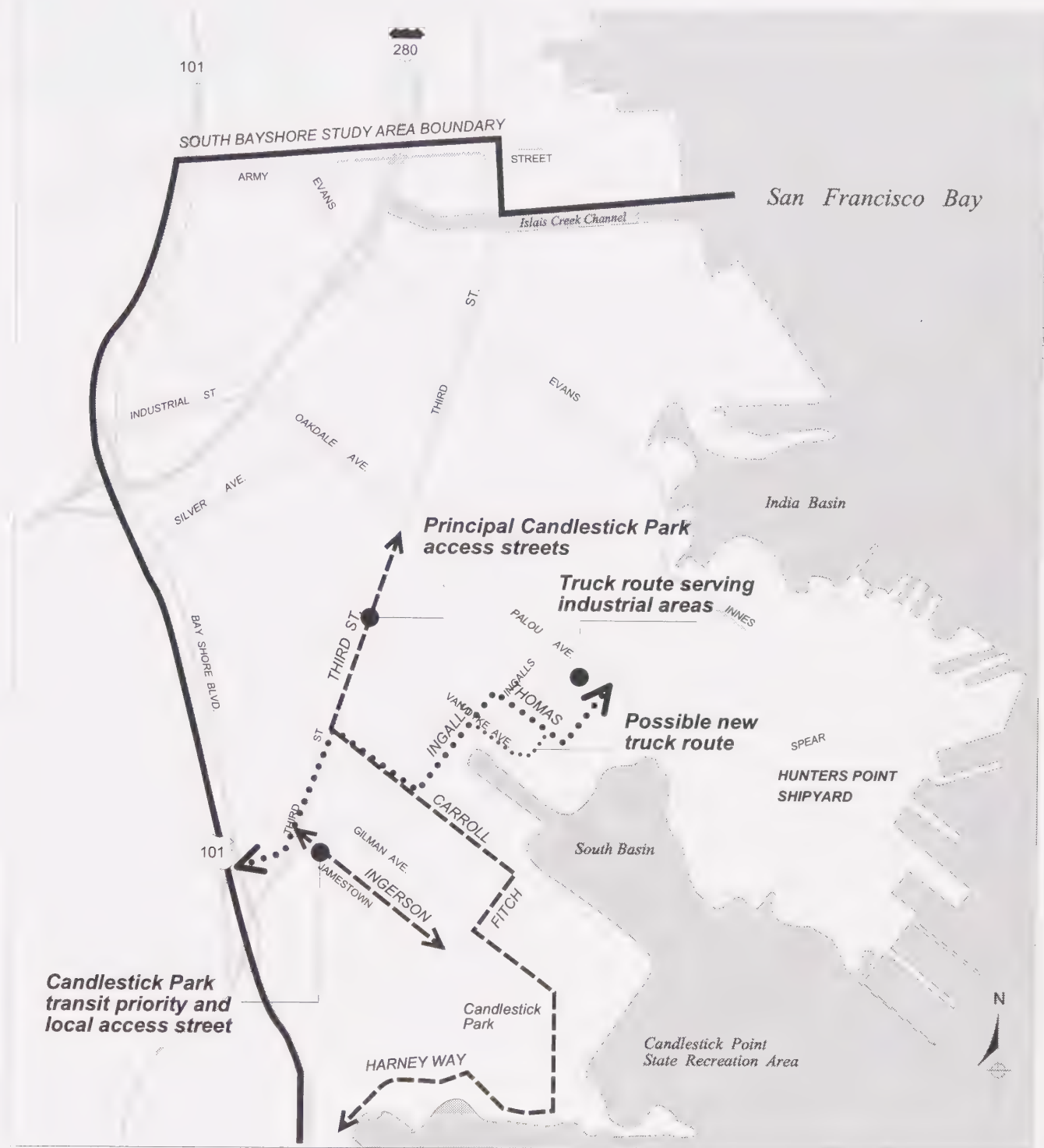


Figure 12
CANDLESTICK PARK ACCESS STREETS AND TRUCK ROUTES

at least two basic alternatives for a light rail system: The existing Caltrain right-of-way or Third Street. Higher priority is given to light rail along Third Street, as part of a comprehensive effort to revitalize the street as the heart of Bayview Hunters Point and increase usage of public transportation to, from, and within the district.

As part of the Bayshore Corridor Study, Muni developed many alternatives, of which four were recommended for further study. Subsequently, with the help of Urban Habitat Program the community also developed a preferred “Hybrid” alternative which is now the community’s preferred alternative, providing more direct service to downtown on Third Street. These alternatives are included in this Plan simply to illustrate the broad community consensus for light rail along Third Street and do not pre-empt the final recommendations of the Transportation Authority’s Major Investment Study, which will evaluate all of the five alternatives and result in selection of the “Locally Preferred Alternative.”

To the maximum extent feasible and desirable, the following citizen-recommended objectives and other recommendations of Urban Habitat’s *Bayview Hunters Point Social and Ecological Justice Transportation Plan* should be included among the overall objectives of light rail planning and implementation through the southeast corridor:

- a) Upgrade existing stations and develop new stations to increase availability of public transit services to local residents.
- b) Link to a regional rail system, particularly one connected to the airport and the Peninsula.
- c) Create a feeder system that links each residential neighborhood, employment center, and activity area to the proposed rail line.
- d) Couple light rail development on Third Street with a coordinated economic development strategy and land use development strategy for station areas, Third Street, and the overall Bayview Hunters Point area.

POLICY 4.4

Improve parking conditions along Third Street to meet current and future parking needs of commercial uses.

On-street parking in the commercial core section of Third Street, between McKinnon and Revere Avenues, is ninety percent occupied throughout most of the business day. Consideration should be given to constructing a public off-street parking facility in close proximity to the Bayview Opera House in order to strengthen its capacity to serve as the activity center for the revitalization of Third Street as well as meet the off-street parking needs of Third Street merchants. In the interim one alternative is to use the parking space of some of the churches along Third Street, since they tend to be underused during the regular business hours of most commercial establishments.

POLICY 4.5

Create a comprehensive system for pedestrian and bicycle circulation.

South Bayshore is included as a part of the bicycle and pedestrian circulation system of the Transportation Element of the Master Plan. Figure 13 shows the bicycle plan. This plan should be refined to give specific attention to the pedestrian and bicycle circulation needs for South Bayshore. Special attention should be given to pedestrian linkages across the physical barriers formed by freeways which separate South Bayshore from the rest of San Francisco, and to bicycle facilities which serve recreational and educational facilities. Figure 13 also shows proposed pedestrian trails through the South Bayshore.

POLICY 4.6

Provide convenient regional access to Candlestick Park stadium without negatively impacting nearby residential streets.

Special events at Candlestick Park attract crowds of up to 70,000 persons from throughout the Bay Area and northern California. The large number of automobile trips typically generated by these events can create extreme congestion and block access to nearby residential streets for residents and emergency vehicles alike. A variety of public education, traffic routing and enforcement measures are needed to deal with this problem. These measures are listed below. Consideration should be given to a light rail linkage to the Stadium. See Figure 12.

HOUSING

The principal objectives for housing in South Bayshore are: conserve existing housing and homeownership patterns; and promote major growth in new housing at price levels, types of construction, and locations that offer maximum choice to a majority of existing South Bayshore residents.

Background

South Bayshore contains over 9250 dwelling units and 28,000 residents (1990 Census). Most of the housing stock, 61 percent, was built prior to 1949 and is of sound construction. This older housing generally consists of one story dwellings over a garage. Along Third Street there are six residential hotels containing a total of 115 units.

The primary housing issue facing South Bayshore is affordability. It underlies other issues related to housing conservation and new housing growth and affects many different segments of the South Bayshore population. Most directly, it affects lower income households. There is a need to protect the existing supply of public housing and to encourage greater resident participation in the maintenance of dwelling units once they have been rehabilitated and improved. There is also a need to forestall or avoid displacement of lower income residents living in HUD-subsidized housing units.

Affordability is also a major issue facing moderate and middle income homeowners in South Bayshore. Many older residents bought their homes after World War II when property was inexpensive and

jobs plentiful. However, because of the extraordinary increase in real estate prices over the past twenty-five years, particularly in San Francisco, and because of the deteriorating employment situation of many South Bayshore residents, it is becoming increasingly difficult for the offspring of older homeowners to afford to buy housing in the district. Two issues are involved: The need to maintain affordability among existing housing units while improving their overall residential quality; and the need to assure that a significant portion of the new housing constructed is of good construction quality and affordable at the income levels that prevail in the district. The low median income in South Bayshore relative to the rest of the city means that affordable housing programs to be effective will require a higher level of subsidies and will need to be especially targeted for Bayview Hunters Point residents.

To be affordable to most Bayview households, ownership housing should be at a cost level whereby households earning an amount equal to 80 percent of the city's median income can purchase it, and rental housing should be at a cost level whereby they are affordable to those with 50 percent of the City's median income.

There is also a need to build quality market-rate housing in South Bayshore. The unfair stigma of Bayview Hunters Point as an undesirable neighborhood stems from the excessive concentration of low-income housing that existed there during the postwar years. Some new quality market-rate housing to supplement new affordable housing would help to diminish this stigma as well as introduce income diversity among residents.

OBJECTIVE 5

PRESERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.

POLICY 5.1

Preserve and enhance the existing low density character of residential neighborhoods.

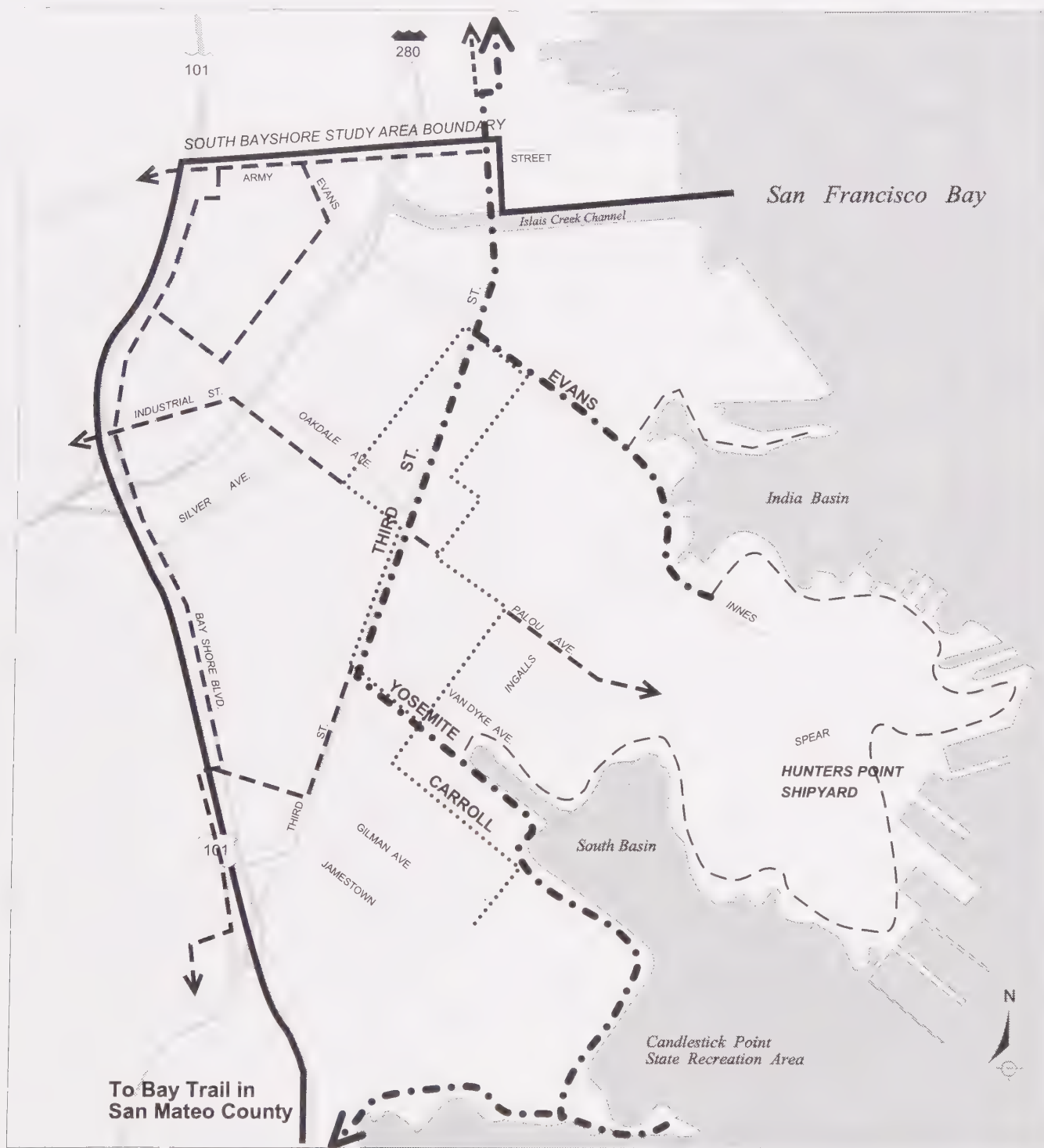


Figure 13

BIKE ROUTES AND PEDESTRIAN TRAIL

- Existing Bike Route
- Proposed Bike Route
- Proposed Bay Trail Extension
- . - . Existing Bay Trail Route

Most residential areas in South Bayshore are zoned for single-family and two-unit homes. This is consistent with the existing building scale in these areas. To maintain this scale, new infill housing and expansion of existing dwellings should conform to existing residential patterns in terms of bulk, setbacks, and height. Also, as the existing housing ages, there is a greater need to increase maintenance of older housing. In light of the low incomes that prevail among many existing homeowners a special effort may be needed to assist rehabilitation and maintenance efforts among these homeowners in order to prevent the older housing stock from moving to a point of dilapidation. This is especially important since housing is the primary capital asset among Bayview's predominantly African American community, to a much greater extent than among other ethnic groups, and is therefore important to retaining and establishing San Francisco's African American population and maintaining thereby ethnic diversity in the city as a whole.

POLICY 5.2

Conserve the existing supply of Federally subsidized lower income housing.

The HUD contracts under which the rents for these units are subsidized are due to expire at various points over the next 15 years. If no way is found at the federal level to avoid this expiration, close to 3,000 South Bayshore residents, over 12% of the total population, could face substantial rent increases or displacement by the year 2000.

POLICY 5.3

Conserve and enhance the existing supply of public housing.

Public housing is one of the main supplies of truly affordable housing. Its residential population is one of the most stable portions of the City's total population. Housing Authority officials and other City officials should work with tenant organizations and individuals in South Bayshore to increase federal funding to improve physical, social, and economic condi-

tions in public housing areas. Many improvements can be carried out without additional Federal funding provided there is sufficient will and cooperation among appropriate local officials and residents. The following guidelines for cooperation between local officials and public housing tenants can be designed to operate at varying levels of federal funding.

POLICY 5.4

Complete modernization of Waste Water facilities by completing the Crosstown Tunnel component of the approved Waste Water Master Plan, or another alternative which would achieve the same objective in order to enhance residential livability along the southeast shoreline.

South Bayshore is one of the primary locations for the City's sewage treatment facilities. Many of these facilities are located adjacent or in close proximity to residential areas, and affect residential character. During heavy rains, the combined sanitary/storm water sewer system often overflows, causing untreated sewage to surface or drain directly to the bay. Implementation of the Waste Water Master Plan approved by San Francisco voters has helped to modernize waste water facilities, reduce untreated overflows, and improve their relationship to residential areas. However, one part of the plan — construction of the Crosstown Tunnel to link the Southeast facility to an ocean outfall facility, or an alternative discharge location — is yet to be implemented.

Existing waste water facilities in South Bayshore include sewage handling facilities that treat and discharge waste matter into the bay. The Bayside Discharge Alternatives studies are currently analyzing the Crosstown Tunnel and other alternatives to find the best solution to the sewage treatment and disposal problems in the South Bayshore. Other options, which would address the need to eliminate discharge into the Islais Creek vicinity, include a new Bay outfall and reclamation/export of the wastewater out of the City. The Bayview Hunters Point community prefers the building of the Crosstown Tunnel. A layout of the Clean Water Master Plan and the Crosstown Tunnel is shown in Figure 14.

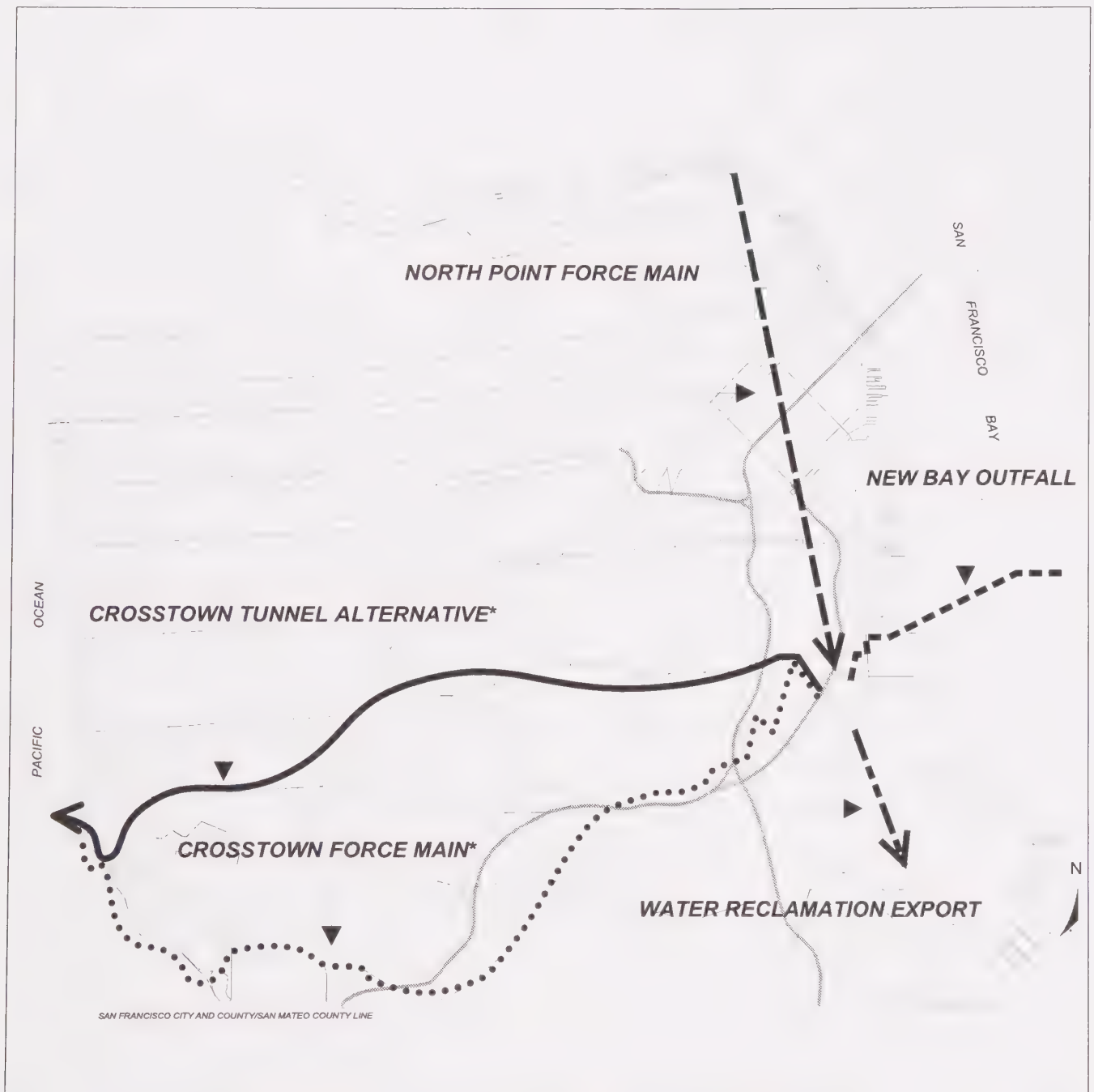


Figure 14

BAYSIDE DISCHARGE ALTERNATIVES PROJECT PROPOSED FACILITIES

*Community Preferred Alternative
(Use ocean as primary outfall to minimize adverse
environmental impact on bay)



OBJECTIVE 6

ENCOURAGE CONSTRUCTION OF NEW AFFORDABLE AND MARKET RATE HOUSING AT LOCATIONS AND DENSITY LEVELS THAT ENHANCE THE OVERALL RESIDENTIAL QUALITY OF SOUTH BAYSHORE.

POLICY 6.1

Encourage development of new moderate density affordable ownership units, appropriately designed and located and especially targeted for existing Bayview Hunters Point residents.

Plans for the revitalization and intensification of Third Street, and new housing at Hunters Point Shipyard and the Candlestick Point Perimeter area provide the potential for thousands of new housing units in South Bayshore with primarily moderate density (RM-1 and NC-3) zoning. San Francisco's Inclusionary Affordable Housing Policy applies to projects containing 10 or more units which seek Planning Commission approval. Ten percent of the units in those projects are required to be affordable using guidelines provided annually by the City Planning Commission. Beyond these basic requirements, a major effort targeting new affordable housing for existing Bayview Hunters Point residents is needed to avoid displacement of the existing population resulting from new housing development over the next ten to twenty years.

POLICY 6.2

Develop new multi-family housing along Third Street after economic stabilization of surrounding existing residential neighborhoods.

Moderate density housing on Third Street, although beneficial in the long term, is not as high of a priority as stabilizing the existing residential areas. This includes abating illegal industrial nuisances near housing, phasing out legal, nonconforming intensive industrial uses, and encouraging improvement through better truck route enforcement, hazardous waste containment, building design, and landscaping. The Land Use section (Objective 1) contains policies and actions toward this goal. Development more housing on Third Street, however, will in itself help to improve the neighborhood environment because more residents would be keeping their eyes on problems and actively working to improve their environment. Additional guidelines for the revitalization of Third Street are provided under Objective 2, in the Land Use section. A graphic description is given in Figure 8.

POLICY 6.3

Encourage development of new small scale affordable housing on infill vacant sites and through addition of second units consistent with the character of existing residential neighborhoods.

There are close to 200 scattered vacant sites in South Bayshore that are zoned RH-1 and RH-2. Many are owned by local homeowners and non-profit housing developers and represent their primary stake in the private economy. Together these sites present a potential opportunity for substantial new housing and for improving the capital base in a capital-deficient community, particularly among African Americans. Many sites will be developed through the private market mechanism. Others may need technical assistance and public incentives to stimulate development, assure affordability, and give existing residents a stake in the private economy.

POLICY 6.4

Encourage development of new affordable housing on the ridge portion of Hunters Point Shipyard to help improve the residential character and circulation pattern of the Hunters Point residential area.

The ridge portion of Hunters Point shipyard consists of approximately 70 acres directly abutting the Hunters Point Hill residential area. This ridge portion of the shipyard used to provide housing for the military, and many of the housing structures remain. The Mayor's Citizen Advisory Committee on the Hunters Point Shipyard, in developing a reuse plan, should give consideration to developing affordable private housing on this ridge. Such development should be designed with the intent of improving the character and mix of existing residential neighborhoods on Hunters Point Hill, improve the circulation between neighborhoods and adjoining areas, and better integrating into the shipyard into the surrounding community.

POLICY 6.5

On Bayview Hill encourage housing development which complements the natural areas and open space, as well as provides for local economic development.

The recent and projected growth in population in the Bayview Hunters Point area has increased the demand for all types of housing. Families have been leaving the district because of limited choices in the existing housing stock. For a long time the Bayview Hill area has remained undeveloped, but within the last decade it has become subject to significant growth pressures. Close to 50 new units have been constructed on the Western slopes within the past five years. Over 500 new units have been approved for Executive Park, and an application was submitted for housing on the northern side of the hill facing Jamestown Avenue.

Bayview Hill is one of the last available large housing opportunity areas in South Bayshore and San Francisco. Over thirty-two acres of undeveloped land

on the northwest side of the hill facing Third Street and Jamestown Avenue is zoned residential. The 1990 Department of City Planning "Inventory of Land Suitable for Residential Development" listed this as a Housing Opportunity site based on a preliminary street survey for the Residence Element. More housing on Bayview Hill with the appropriate infrastructure, locational pattern, and architectural design could help to meet the housing demand as well as contribute to the revitalization of the neighborhood. Additional housing could help to expand the consumer base for local, neighborhood-serving businesses without displacing any existing residents. The site could also provide economic development opportunities for local residents such as short term construction contracts, construction jobs, home ownership, or participation in interim uses compatible with the adjacent park lands and residences.

Bayview Hill, however, is also one of the few remaining hills in San Francisco that has significant open space and natural areas, and is visually prominent in the southeast part of the City. In addition to the privately-owned land (including an open space easment in Executive Park on the southern slope), the city-owned park at the crest of the hill is currently 26 acres, and there are several acres of State-owned land on the west side of the hill. The recent and potential housing growth has raised concern among some environmental organizations and local residents, who have opposed development on the upper slopes of the hill, particularly immediately adjacent to the existing Bayview Hill Park. The San Francisco Open Space Acquisition/Park Renovation Program, administered jointly by the Recreation and Park Commission and the Planning Commission, beginning in 1991 recommended acquisition of the majority of the privately-owned land as a natural area in two phases beginning with the uppermost slopes near the park. The Recreation and Parks Department is also interested in purchasing the flatlands at the base of the hill to provide parking for Candlestick Park Stadium events approximately 25 days out of the year and active recreation uses the remainder of the year.

Community testimony at Planning Commission hearings on the Draft South Bayshore Plan, however, has favored housing development over open

space acquisition on portions of the hill. Furthermore, development of the privately-owned portions of the hill would likely leave additional significant portions of the hill in a natural state, since much of the land is undevelopable because of steep slopes. A significant portion of the development could occur on the lower portion which has been excavated and natural features eliminated, as long as it does not produce significant adverse environmental impacts. The overall objective is to maintain the presumption for housing development on Bayview Hill while preserving access to the natural, recreational, and visual resources for Bayview Hunters Point. The housing design should protect the relatively low density and small scale pattern of the immediate neighborhood.

COMMERCE

The principal objectives for commercial development in Bayview Hunters Point are to improve the vitality of shopping areas and attract commercial investment for the greater convenience of the people who live and work in South Bayshore.

OBJECTIVE 7

ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING COMMERCIAL CORE OF THIRD STREET AND COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

South Bayshore has over 567 commercial establishments. These establishments are dispersed throughout the district, but the greatest concentrations occur along Bayshore Boulevard and Third Street. The establishments along Bayshore consist primarily of heavy commercial outlets, such as large lumber yards and hardware stores. Located on the periphery of the district with direct access to the James Lick Freeway, the Bayshore Boulevard commercial area serves a regional market and is economically healthy. Third Street, running through the middle of the district, is also a major thoroughfare but with more neighborhood-serving businesses. While immediately accessible to the surrounding residential community of Bayview Hunters Point, it is relatively

insulated from other parts of the city and region and is not likely to attract a larger outside market.

The primary challenge facing the commercial sector in South Bayshore is stimulating sufficient private investment interest in healthy economic uses on Third Street. To meet this challenge consideration should be given to establish a Third Street community development loan fund specifically designed and organized to meet the financing needs for successful revitalization of Third Street.

POLICY 7.1

Make the commercial blocks on Third Street between Kirkwood Avenue to the north and Thomas and Thornton Avenues to the south the core of new commercial growth.

This section is the logical heart of Third Street. It contains the largest concentration of existing retail establishments in the district outside of those on Bayshore Boulevard. Its blocks should be the focus of a Third Street revitalization program for encouraging healthy pedestrian-oriented and neighborhood-serving retail reuse.

POLICY 7.2

Encourage complementary development adjacent to the Third Street core commercial area.

Third Street is a major thoroughfare. A large number of persons travel through on their way to and from Candlestick Park, India Basin Industrial Park, and Hunters Point Shipyard. However, there is a current lack of convenient, attractive and safe retail services on Third Street, which deters through traffic from stopping. The core of the commercial district between Kirkwood and Thomas Avenues is characterized by more local and pedestrian-serving uses, while the northern end and the southern end are characterized by more regional and automobile-oriented uses. These ends also contain larger and sometimes vacant parcels. In these areas there is a need and opportunity for development which could provide the intensity to attract more patrons. Housing is the preferred devel-

opment, and essential for commercial revitalization, but could be combined with non-residential uses. Automobile-oriented retail should be limited to outside the Third Street core area.

POLICY 7.3

Develop secondary nodes of commercial activity.

Commercial uses in the district should be distributed in a pattern that provides convenient access to essential retail services for all residential neighborhoods. All residents should be within walking distance, approximately one-half mile, of essential neighborhood retail services. See Figure 1. Neighborhood commercial areas should be in conformity with the applicable provisions of the Commerce and Industry Element of the Master Plan which govern neighborhood commercial districts and uses. C-M zoning is being phased out city-wide and replaced with NC-3, NC-2, or special NCD zoning where the uses are primarily neighborhood-serving commercial. This more specialized zoning is better suited to areas which abut residential neighborhoods, as it encourages housing and discourages large intensive uses which disrupt pedestrian and residential character.

INDUSTRY

The principal objectives for industry are to maintain and fully utilize existing industrial areas to better meet the City's and South Bayshore's economic needs; achieve a closer linkage between the employment and investment opportunities created in the industrial areas and the employment and entrepreneurial needs in the Bayview Hunters Point Community.

Background

Over one half of the land in South Bayshore is devoted to industrial uses. The subareas which have industry as the primary land use include: Northern Industrial, India Basin, Hunters Point Shipyard, South Basin East, and South Basin West. Together



these industrial areas contain over 500 establishments and provide over 19,000 jobs. Maintaining the vitality and growth of these areas is crucial to the economic well being and future of South Bayshore as well as the city as a whole.

The Northern Industrial, India Basin and Hunters Point Shipyard subareas are oriented toward heavy industry, maritime industry, and heavy commercial. Physically removed from the primary residential areas of South Bayshore, India Basin and the Port's container terminals in particular are more directly linked to the adjacent maritime/heavy industrial uses in the Central Waterfront north of Army Street immediately outside the boundaries of South Bayshore. Industrial growth in South Basin is circumscribed by surrounding residential areas and the Candlestick Point State Recreation Area. Future growth should be directed toward achieving more efficient utilization of space in already built-up industrial areas and improving compatibility with the State Park and surrounding residential areas.

The other industrial area is the Hunters Point Shipyard. Through special legislation under the federal Base Closure Act, it is being ceded to the city. Occupying over 500 acres, it is the single largest industrial area in the district, and has had determining influence on the overall economy of South Bayshore and the city as a whole, particularly when it was fully utilized by the navy as a major ship repair facility from World War II to 1974. By physical location and characteristics and by citizen input, it is the most

appropriate location for new industrial growth. It provides a site where small-, medium-, and large-size businesses can grow and thrive unencumbered by physical proximity to residential area. Moreover, it clearly has the potential to again have determining influence on the local and citywide economy.

Given the conflict between housing and industry as a primary legacy of South Bayshore and the need to achieve harmony between residential and industrial areas, housing growth should be restricted in all areas more appropriately suited for industry.

OBJECTIVE 8

STRENGTHEN THE ROLE OF SOUTH BAYSHORE INDUSTRIAL AREAS IN THE OVERALL ECONOMY OF THE DISTRICT, THE CITY, AND THE OVERALL REGION.

POLICY 8.1

Maintain industrial zones in Northern Industrial and India Basin sub-districts.

In the Northern Industrial and India Basin M-1 and M-2 areas, industry should be allowed to grow and thrive in an unfettered manner and thereby fulfill its potential as a source for jobs, income, and fiscal revenues for the City. Housing and other conflicting uses should be discouraged. New industrial and/or heavy commercial uses that help to provide employment and business opportunities for Bayview Hunters Point and strengthen the economic base of the city should be encouraged.

POLICY 8.2

Achieve full reuse of Hunters Point Shipyard.

A major opportunity to bring the Hunters Point Shipyard under productive use for local purposes has become available with the Congressional Base Closures Act. Separate legislation to specifically cede Hunters Point Naval Shipyard to the City creates a unique opportunity for the Navy and the City

to work together through a joint venture to bring the shipyard area into full productive use in a way that benefits both the local and regional economy. Reuse of the shipyard is being planned under the auspices of the Office of Military Base Conversion and the Mayor's Citizen Advisory Committee (CAC) on the Hunters Point shipyard. Given the central role of the shipyard in the overall economy of South Bayshore and the City and County, it is essential that these activities be closely coordinated with the planning activities for South Bayshore as a whole.

OBJECTIVE 9

IMPROVE LINKAGE BETWEEN GROWTH IN SOUTH BAYSHORE INDUSTRIAL AREAS AND EMPLOYMENT AND BUSINESS NEEDS OF THE BAYVIEW HUNTERS POINT COMMUNITY.

POLICY 9.1

Increase employment in local industries.

The India Basin Redevelopment Project has been successful in attracting new industries to the South Bayshore district. But it does not appear to have met its employment goals of major job opportunities for local residents. Local unemployment rates have increased since completion of the redevelopment project. Future revitalization activities should give greater priority to assuring job opportunities for local residents.

POLICY 9.2

Encourage the local business community to play a larger role in the industrial sector of South Bayshore.

In the recent past, the business community in Bayview Hunters has focused most of its interest on revitalizing the retail section of Third Street. Yet even with such revitalization, business opportunities would be limited because of the essentially neighborhood-serving commercial function of Third Street

and the ample supply of existing commercial space. Potentially the industrial sector of South Bayshore offers more business opportunities than the commercial sector. The local business community should broaden its interest in economic development to look at ways of playing a larger role in the industrial sector.

POLICY 9.3

Support expanded role of African American firms in distribution and transportation industries.

The South Bayshore Economic Study (May 1988) prepared by Recht Hausrath Associates documented that "Warehousing/Distribution/Transportation" (W/D/T) industries dominate the South Bayshore economy. African-Americans are grossly underrepresented in these industries. In most cases, as business owners and operators, they are totally unrepresented. It is only within the past decade that a few African American firms have managed to gain a foothold in this economic sector. These firms include one trucking firm owned and managed by African-American women. The efforts of these firms should be strongly supported. They still face many barriers to full participation as private entrepreneurs because of the historical isolation of African Americans from these industries. These barriers include private market restrictions relating to bonding, financing, contract bidding, marketing, and organizational leverage. Programs specifically designed to eliminate each of these barriers should be developed and implemented so that African American firms can compete on an equal basis with other private firms in the dominant economic sector of South Bayshore.

URBAN DESIGN

There is enough developable land among and within built-up portions of South Bayshore for new growth to have a major impact on its overall aesthetic character. The primary design challenge is to locate and shape new growth to accentuate the positive characteristics inherent in the topography, history, and existing use activities of the district. See Figure 15.

DISTINCTIVE CHARACTERISTICS OF SOUTH BAYSHORE

India Basin/Hunters Point Hill

The steep incline of the northern side of Hunters Point Hill provides a dramatic visual image of the separation between the heavy/maritime industrial uses of India Basin and the residential neighborhoods of Hunters Point.

Innes Avenue along the northern base of the hill has a low building scale and interesting mixture of single-family residential, commercial, and light industrial activities in an intimate pedestrian setting. New retail and eating and drinking uses would help foster commingling among these various uses.

Roadways combing the intricate texture of the hill reveal a dense residential style population, where blocks of older multi-family housing projects are linked to blocks of newer suburban-style housing, with sudden dramatic views of the bay at various points.

The open space at the top of Hunters Point Hill Park offer sweeping views of the industrial side of the bay - Hunters Point Shipyard, the shipyards of Oakland and Alameda - views linked to the industrial-oriented character one experiences in South Bayshore at pedestrian level.

South Basin, East of Third Street

The eastern edge of South Basin along the Candlestick Point State Recreation Area provides an interesting mixture of light industrial, institutional and residential uses with level topography and convenient pedestrian access.

Cottages and small church buildings scattered among the small manufacturing, warehousing, and other industrial uses of South Basin convey a sense of the 'early industrial city' when there was a healthy tolerance for and commingling among these diverse uses.

Candlestick Point State Recreation Area

The state park provides direct public access to the southeast shoreline of San Francisco Bay with a major wetlands area to be developed at the Yosemite Canal.

The park provides a naturalistic upland and wetland environment along the shore of the Bay that offers respite and seclusion.

Strong gusty winds along the shoreline during most days tend to encourage individualized activities, such as walking, fishing, and wind-surfing.

Bayview Hill

Perceptions from the heavily wooded glade at the top of the hill interweave a sense of closure and seclusion with dramatic open-ended views of the entire South Bayshore area, Downtown, and the bay.

Existing residential neighborhoods reveal an interesting mixture of small cottages and single family flats over a garage, many perched in intimate niches created by the uneven topography of the hill.

The evenly terraced eastern side of the hill above Executive Park contrasts with uneven texture of the northern side where sudden drops in elevation reach flat table-like formations.

Silver Terrace

Uniformly developed older residential blocks consisting of one story flats over garages with stucco exteriors, are reminiscent of those in the Sunset, Richmond and Excelsior districts.

The Bayview Farm agricultural area provides an open vista from the solid residential blocks and a transition to the light industrial uses in South Basin, west of Third Street.

Third Street

Third Street has an intimate pedestrian character, with a warm sunny climate on most days. This character is understated because of the overconcentration of unhealthy uses and automobile orientation that presently characterize the street.

The Bayview Opera House is uniquely situated to serve as a major activity center which preserves the working class heritage and brings together the diverse social and cultural elements that make up today's community.

OBJECTIVE 10

ENHANCE SOUTH BAYSHORE'S DISTINCTIVE AND POSITIVE FEATURES.

South Bayshore has many positive features: a varied topography, a shoreline, a warm and sunny climate, a small pedestrian-oriented building scale, and at times a certain charm to its unkempt character. The problem is that many of its positive features become overwhelmed by such things as unattractive building features, intrusive truck and automobile traffic and 'blank' spaces of vacant land that lack definition.

To a large extent, many of the community economic development problems will have to be resolved before the positive features of South Bayshore as an urban district can become fully expressed. For example, Third Street provides the initial and primary visual impression of the district to most outsiders traveling through it. The bars on shop windows and doors, the boarded-up storefronts, and the general scene on many blocks give an uninviting impression. It will be difficult to correct this negative visual impression until healthier economic uses are brought to the street. The underlying problem is economic. However, once a certain threshold is reached in solving the economic problems, urban design becomes very important. The scale of buildings, their relationship to each other and the street and sidewalks, the placement of street furniture, and other factors relating to the treatment and organization of space become

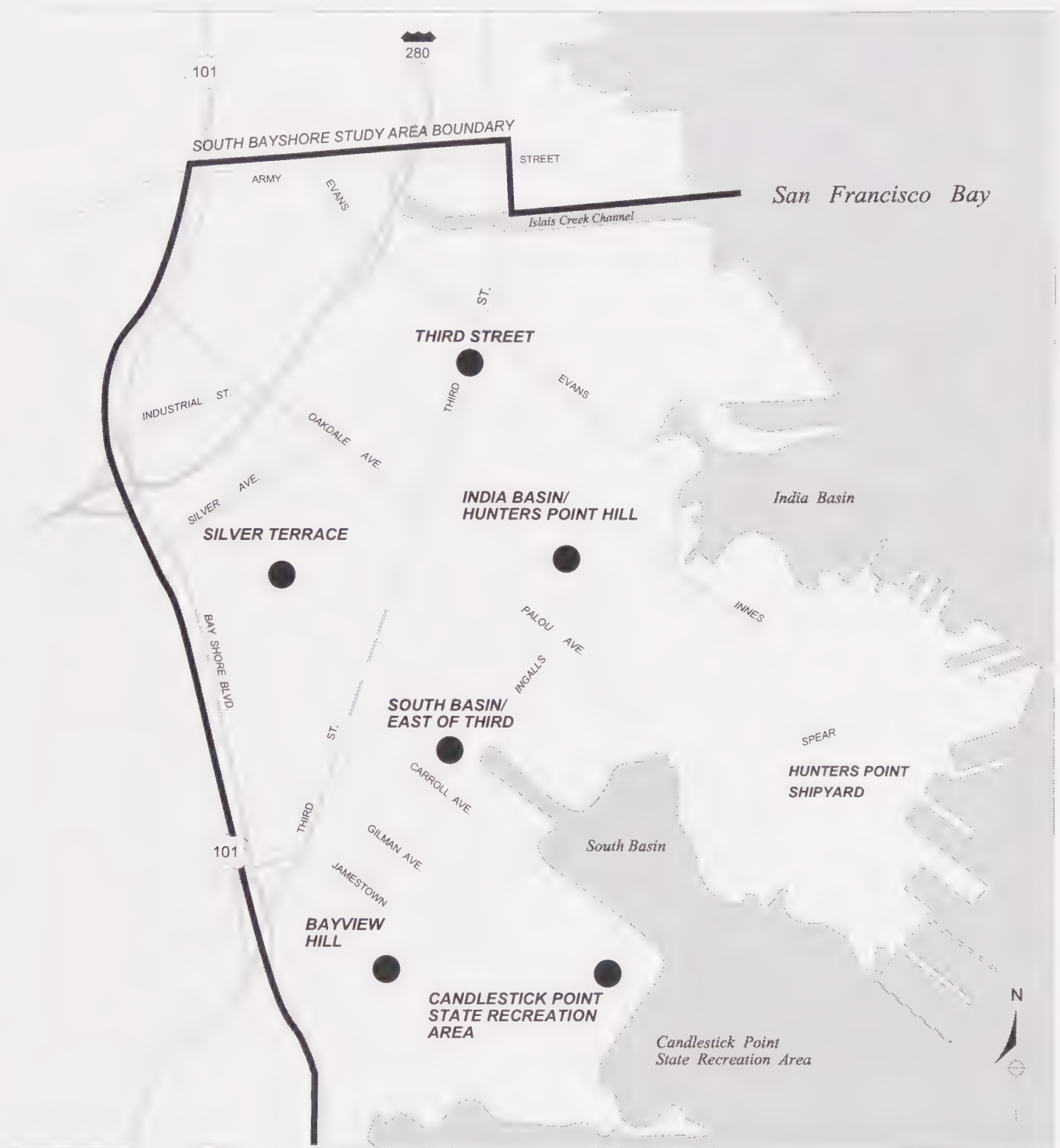


Figure 15
SOUTH BAYSHORE DISTINCTIVE AREAS

important for giving the street an inviting appearance and sustaining marketability and growth over the long run.

POLICY 10.1

Better define South Bayshore's open space areas by building up the areas around them.

South Bayshore has a unique assortment of public open space, including Bay View Hill Park, Hilltop Plaza, Adam Rogers Park, Youngblood Coleman Playground, Bayview Playground, the Candlestick Point State Recreation Area, and the Bayview Farm. Yet some of these areas do not stand out visually, and some are not fully accessible to the community, due in part that some of them, such as Bay View Hill and Candlestick Point State Recreation Area, are not fully improved as public open space areas and the surrounding privately owned property around them is not adequately built up. Construction of more housing and development of more intense pedestrian-oriented activity around their edges would help to accent their existence as open space areas, and promote their use.

POLICY 10.2

Improve the visual quality and strengthen the pedestrian orientation of the Third Street core area.

Third Street between McKinnon Avenue and Thomas and Thornton Avenues is proposed as the primary commercial and activity center for South Bayshore. Although Third Street is a major vehicular thoroughfare, the building scale is pedestrian-oriented. This orientation should be strengthened in concert with efforts to bring healthier economic uses and more people on the street to shop. Particular attention should be given to making the space around the historic Opera House more attractive and secure for leisure shopping and for cultural and social events. Development of the two small triangular blocks in this section of Third Street can play a useful role in this regard. See also Objective 2 in the Land Use section and Objective 7 in the Commerce section.

POLICY 10.3

Recognize, protect, and enhance cultural resources of aboriginal populations as integral imprint on land use structure of South Bayshore.

Archeological evidence indicates that prior to European settlement, South Bayshore, like many other parts of San Francisco was the home of aboriginal Native American groups for thousands of years. Doubtless, many remains of the settlements of these groups remain buried in the area. The South Bayshore Plan recognizes the significance of this deep cultural heritage, and accordingly views the entire geographical area covered by the Plan as having potential archeological significance. Under this view, archeological investigation and plan remediation are encouraged for any substantial proposed physical development with the potential to encounter buried archeological resources within the boundaries of South Bayshore. Such investigation and remediation plans shall occur prior to the issuance of a building permit for the affected development.

This policy is responsive to the claim of the Muwekma tribal government to the extent permitted by state and federal law. Both the Board of Supervisors and Human Rights Commission have approved resolutions supporting the claim of the Muwekma tribal government as aboriginal descendants of South Bayshore and other parts of San Francisco. This policy recognizes these resolution and encourages participation by the Muwekma tribal government in the archeological investigation and remediation activities under state and federal law.

OBJECTIVE 11

IMPROVE DEFINITION OF THE OVERALL URBAN PATTERN OF SOUTH BAYSHORE

POLICY 11.1

Recognize and enhance the distinctive features of South Bayshore as an interlocking system of diverse neighborhoods.

The major land uses in South Bayshore tend to be distributed in bands that stretch across the width of the district. The northernmost band is given over to heavy industrial and commercial uses. The central band consists of the heart of the residential community, commonly known as Bayview-Hunters Point. It is followed by South Basin, a light industrial area that has an intimate relationship to the residential neighborhoods along its edges. Below South Basin is Bayview Hill, the southernmost residential neighborhood in the district, as well as Candlestick Park Stadium and Executive Park.

South Bayshore is sometimes thought of as a semi-rural area; yet it is a built-up urban area with a rich variety of land uses. Hunters Point has been noted for its heavy concentration of public housing; yet it contains a variety of residential neighborhoods and housing types. Historically, there have been serious land use conflicts between industry and housing in South Bayshore. Today significant conflicts remain, but there is a strong potential through sensitive urban design for industry, housing, commerce and open space to function together as a coherent whole. Efforts to revitalize South Bayshore should be accompanied by efforts to encourage greater recognition and definition of the diverse uses that make up the subareas of South Bayshore and of the interrelationship among these subareas which give a unique character to the district as a whole.

POLICY 11.2

Increase awareness and use of the pedestrian/bicycle trail system that links subareas in South Bayshore with the rest of the City.

The pedestrian bicycle trail system is shown on Figure 18. The large land area and hilly topography of South Bayshore can make it difficult to cover by walking. Bicycling is a convenient alternative. Information about the plan should be made more available to the residents of the South Bayshore. There may be an opportunity to extend the plan through the South Bayshore, using abandoned rail lines.

RECREATION AND OPEN SPACE

OBJECTIVE 12

PROVIDE AND MAINTAIN ADEQUATELY LOCATED, WELL DESIGNED, FULLY EQUIPPED RECREATION FACILITIES AND ENCOURAGE THEIR USE.

South Bayshore is more than adequately endowed with recreation and open space facilities in terms of gross acreage. When the Candlestick Point State Recreation is counted among its overall facilities, the amount of park land per 1,000 population comes out to approximately 10.36 acres, about twice the City average of 5.5 acres per 1,000 population. Primary issues deal with: limited resident utilization of some facilities; the lack of improvements at some facilities; lack of accessibility due to geographic distance or topography; need for sensitive design of small scale open spaces in more dense areas to enhance aesthetic quality of district, and imbalance in some cases between specific recreational facilities or programs offered and the interest of the surrounding community in these facilities or programs; and the costs of adequately maintaining facilities. See Figure 16 for open space and park locations.

POLICY 12.1

Make better use of existing facilities.

The South Bayshore is served by a number of City parks and recreation facilities, including Youngblood Coleman Playground, Hilltop Park, Adam Rogers Park, Lee Recreation Center, Milton Meyer Recreation Center, Bayview Playground, Gilman Playground and King Pool. A new public shoreline park will be created along India Basin. In addition to City facilities, the 155 acre Candlestick Point State Recreation Area extends along the eastern shoreline from the San Mateo County line north along the Bay to Hunters Point Naval Shipyard. The list of facilities includes hilltop parks with great views of the City and Bay region, shoreline parks, and neighborhood parks with specialized recreation facilities and programs.

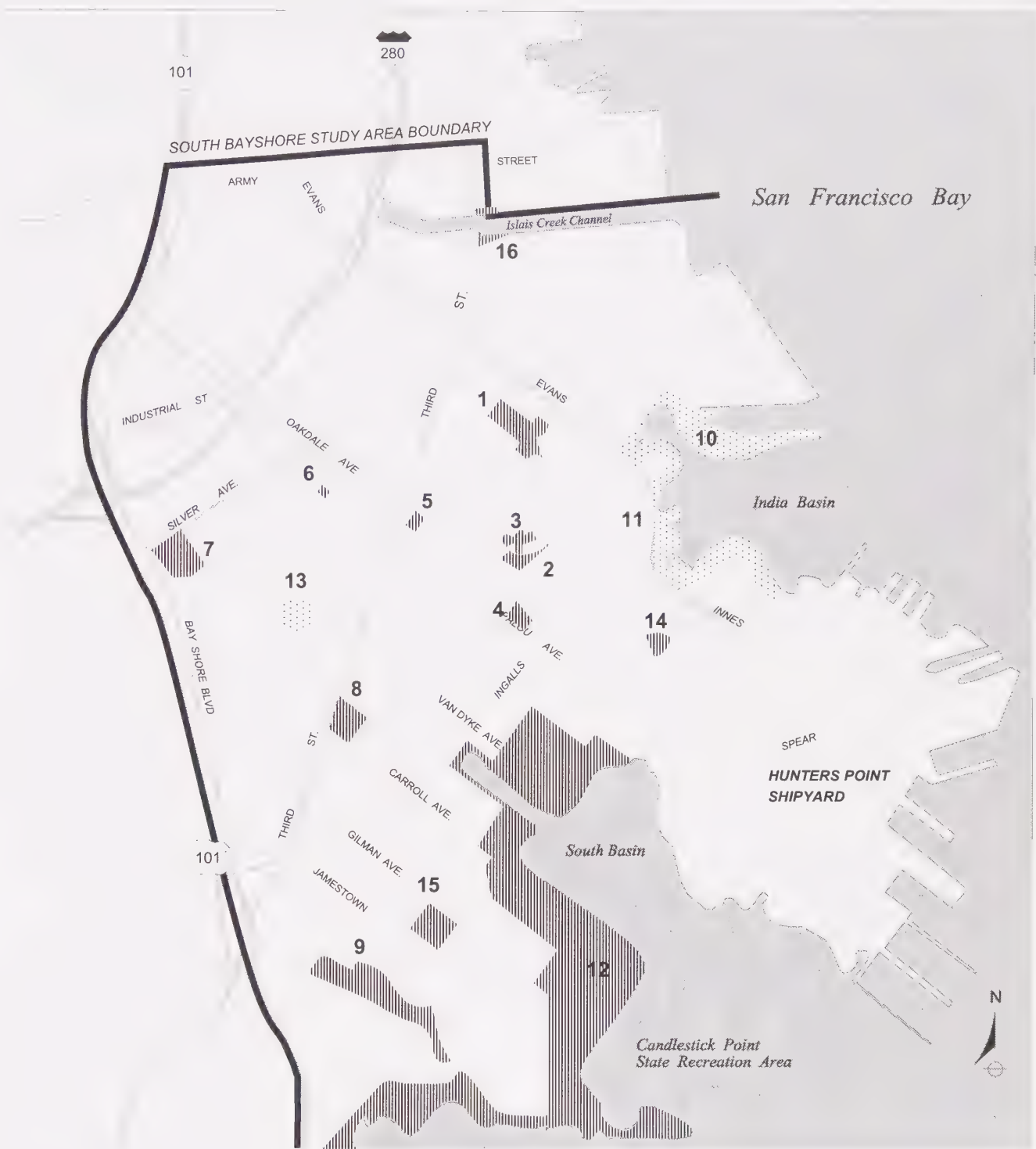


Figure 16

PARKS AND OPEN SPACE LOCATIONS



Existing Parks and Open Space



Proposed Parks and Open Space

- | | |
|------------------------------|--|
| 1. Youngblood Coleman | 10. Pier 98 |
| 2. Hilltop Park | 11. India Basin Public Shoreline |
| 3. Ridgetop Plaza | 12. Candlestick Pt. State Rec. Area |
| 4. Adam Rogers | 13. Historic Farm Site |
| 5. Lee Recreation Center | 14. Milton Meyers Rec. Center
(Hunters Point Rec. Center) |
| 6. Palou/Phelps Mini Park | 15. Gilman Playground |
| 7. Silver Terrace Playground | 16. Islais Creek Public Access
(Port) |
| 8. Bayview Playground | |
| 9. Bayview Park | |

Many of these varied parks, open spaces, and recreational facilities are underused by the neighborhood residents. In some cases this is due to limited access, such as at Bayview Hill Park, in other cases, it may be due to an imbalance between specific recreational facilities and the interest of the surrounding community in these facilities; a need for increased recreation programming and staffing; better facility maintenance; or a lack of resident information about available programs. All these issues should be addressed.

In each case, community residents and Recreation and Park Department recreation staff should be discussing these issues and identifying mechanisms to increase resident utilization of the recreation and park facilities. The Recreation and Park Department holds public hearings annually to receive public input on what recreational activities neighborhood residents want offered at their local parks and recreational facilities. In addition to the annual meetings, staff at neighborhood facilities meet with community residents to talk about facility programming and other neighborhood concerns. The Recreation and Park Department should consider whether their community outreach efforts should be increased to achieve broader community consensus about needs, interests, goals and improvements. It should also discuss with community the importance of small-scale passive open space in improving the urban design of the district.

POLICY 12.2

Maximize joint use of recreation and education facilities.

In addition to City and State Recreation and Park facilities, a number of other recreation facilities and programs are located in South Bayshore. Opportunities for community use of these facilities should be increased and/or improved.

Some of these facilities include public schools. In the South Bayshore district, after school recreation programs are offered at Bret Harte School, Sir Francis Drake School, Joseph Lee Recreation

Center, Youngblood Coleman Playground, and Milton Meyer Recreation Center. The Recreation and Park Department and the community should monitor community utilization of available after school sites, and determine whether site additions are required, and whether any other program changes would result in better utilization of the available facilities.

There are also great opportunities for community use of the Candlestick Point State Recreation Area. The City and South Bayshore community should continue to work with the State Department of Parks and Recreation to implement the master plan for Candlestick Point State Recreation Area. Provision of better public transit to the State Park from the South Bayshore, and from the City as a whole would also help to increase use of this significant recreational resource.

POLICY 12.3

Renovate and expand South Bayshore parks and recreation facilities, as needed.

South Bayshore Parks and recreation facilities need regular maintenance and periodic renovation in order to attract and accommodate continued and increasing neighborhood use. South Bayshore should receive its fair share of funds for this purpose.

OBJECTIVE 13

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE OF SOUTH BAYSHORE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER NON-OPEN SPACE USES REQUIRING A WATERFRONT LOCATION.

The Recreation and Open Space Element of the Master Plan contains specific policies for open space development along the shoreline of the Bay. The general policies and the policies for location within South Bayshore are as follows (See Figure 16 for Open Space locations):

POLICY 13.1

Assure that new development adjacent to the shoreline capitalizes on the unique waterfront location by improving visual and physical access to the water in conformance with urban design policies.

POLICY 13.2

Maintain and improve the quality of existing shoreline open space.

POLICY 13.3

Complete the San Francisco Bay Trail around the perimeter of the City which links open space areas along the shoreline and provides for maximum waterfront access. (See Figure 13)

POLICY 13.4

Provide new public open spaces along the shoreline -- at Islais Creek, Pier 98, India Basin, Hunters Point Shipyard, and Candlestick Point/South Basin.

The Friends of Islais Creek is a voluntary organization formed over five years ago to restore the Creek and its immediate shoreline as nearly as possible to its natural state prior to modern human development and make it accessible for human recreational use. Through voluntary work efforts, such as clean-up and replanting activities, supported by a modest amount of State funding, the Friends have already taken major steps toward this goal. They are working with affected local and regional agencies to prepare and implement a master plan for restoration. This Plan fully endorses and sanctions this effort. A restored Islais Creek would provide a major visual and recreational focal point for entry into South Bayshore from the Downtown area.

Pier 98 is a narrow eleven acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new

bridge, the Southern Crossing, that was once proposed for the site. It supports a significant seasonal shorebird and wildlife population, marshes and tidal mudflats.

The Candlestick Point State Recreation Area extends from the County line north to Shafter Avenue along the Bay shoreline. The State's master plan calls for enhancement of wildlife habitat and development of water-oriented uses, and other active and passive recreational uses. The marsh is to be restored near the mudflats at the north end of the park to form a natural wetland. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned for the southeast end of the park at 'Sunrise Point'. This plan calls for construction of hiking trails throughout the park.



Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers, swimming beaches, and a community cultural and recreation center. The water oriented uses proposed in the Master Plan for

the State Park include a marina complex with space for a ferry landing and concessions and slips for permanent as well as daytime boat tie-ups. The marina would also include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

COMMUNITY FACILITIES AND SERVICES

Background

Overall South Bayshore has an adequate physical supply of multi-purpose community facilities. The primary issues which should be addressed relate to: providing adequate physical maintenance for these facilities in light of shrinking local funding; maintaining an effective level and quality of program services in the face of federal and state funding cutbacks; increasing utilization of existing facilities, particularly the Opera House, the Southeast Community College Center and the old Wells Fargo Bank building which is now serving as a community center; and shaping the overall coordination of program service delivery to have maximum impact on social needs in the Bayview Hunters Point community.

A comprehensive survey of community problems by the Bayview Hunters Point Roundtable, a coalition of service providers, found the Bayview Hunters Point community to be facing "spiraling problems relating to poverty, teen pregnancy, unemployment, substance abuse, single parent families, and students dropping out of high school." The survey, entitled "Directions to the Future, Issues and Strategies for Change in the Bayview Hunters Point Community, (1987) identified four major issues to be addressed to deal with these "spiraling problems":

- 1) The quality of life and lifestyle must be improved;
- 2) Essential goods and services must be affordable to residents of the area;
- 3) Problems of youth in the community must be addressed in a context which preserves, promotes, and rebuilds the sense of family characteristic of the neighborhood's past.

- 4) Political, economic, and cultural power and authority must be built which is native to and representative of the community.

Many of these issues are addressed in various policies of the proposed Plan. For example, the Housing section proposes specific objectives and policies relating to maintaining and enhancing the existing family character of residential areas in South Bayshore and to targeting affordable housing for existing Bayview Hunters Point residents. The Industry section proposes specific objectives and policies on improving job training, employment and business opportunities for the Bayview Hunters Point community.

Since the Master Plan deals primarily with physical and economic aspects of development, it does not cover specific issues relating to the delivery of social programs and services. Nevertheless, the social problems and needs in South Bayshore are of such a nature and scale that they must be addressed as a part of an overall strategy for revitalization. A strategy for physical and economic revitalization of South Bayshore will not be successful if it does not also address social concerns.

There are over 300 agencies and persons providing services to the Bayview Hunters Point community in the areas of: Child Abuse, Child Care, Spiritual Life, Community Advocacy, Education, Emergency Services/Family Support, Employment, Housing, Legal, Mental Health/Medical Facilities, Meeting Facilities, Recreation Services and Substance Abuse.

The Directions to the Future report provides a framework for assessing programs affecting the Bayview Hunters Point community according to four issue/goal areas: Quality of Life and Lifestyle; Affordability; Problems of Youth; Political, Economic, and Cultural Power. The framework is broad enough to include all types of physical, social, and economic programs and can therefore provide a basis for assuring that social program efforts in Bayview Hunters Point are effectively integrated with physical and economic efforts. This assurance would occur through a tracking plan that monitors each program,

documents and assesses performance, and establishes priorities. Task forces on each issue/goal area would be used to implement the tracking plan, and community-wide meetings would be held to provide information of its progress.

OBJECTIVE 14

ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES TO MEET NEEDS OF LOCAL COMMUNITY.

Since Bayview Hunters Point already has an ample supply of general purpose community facilities the primary need is to provide adequate maintenance for those that already exist. Also the educational-related facilities, such as the Southeast Community College, appear to be under used by local residents, especially young people. In light of the urgent need to improve skill levels among residents, there should be a concentrated effort to increase local use of educational-related facilities.

POLICY 14.1

Assure adequate maintenance programming and resident utilization of existing multi-purpose community facilities.

POLICY 14.2

Expand outreach efforts to increase residents participation in local educational programs.

POLICY 14.3

Carry out a comprehensive system for tracking, monitoring, and setting priorities among the many social programs serving the Bayview Hunters Point community, giving special attention to the needs and concerns of young people.

OBJECTIVE 15

COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND ECONOMIC REVITALIZATION EFFORTS.

There is an increasing need for physical facilities for more specialized community services, particularly child care centers and senior housing related facilities. Although South Bayshore has one of the highest female-headed household and child populations in the city, it had only two subsidized child care centers. As large scale new development occurs it will be important to also require provision of child care facilities as a part of the development. The need for even more specialized services has come with the increase in babies born into addiction due to drug usage by their mothers during pregnancy. The effort to stimulate construction of more senior housing in the district should include measures to assure that the housing is properly designed to meet the social and health needs of the residents on a project specific basis.

POLICY 15.1

Increase funding for and achieve closer coordination between health, social, and educational programs, particularly those relating to drug abuse and teenage pregnancies.

There is a need for subsidized day care centers in South Bayshore, especially those providing specialized services, such as care for children born into drug addiction. Developers of forty or more dwelling units should be encouraged to provide physical facilities for a child care center.

POLICY 15.2

Shape new housing growth to include adequate provision of physical facilities for social and health needs of senior citizens.

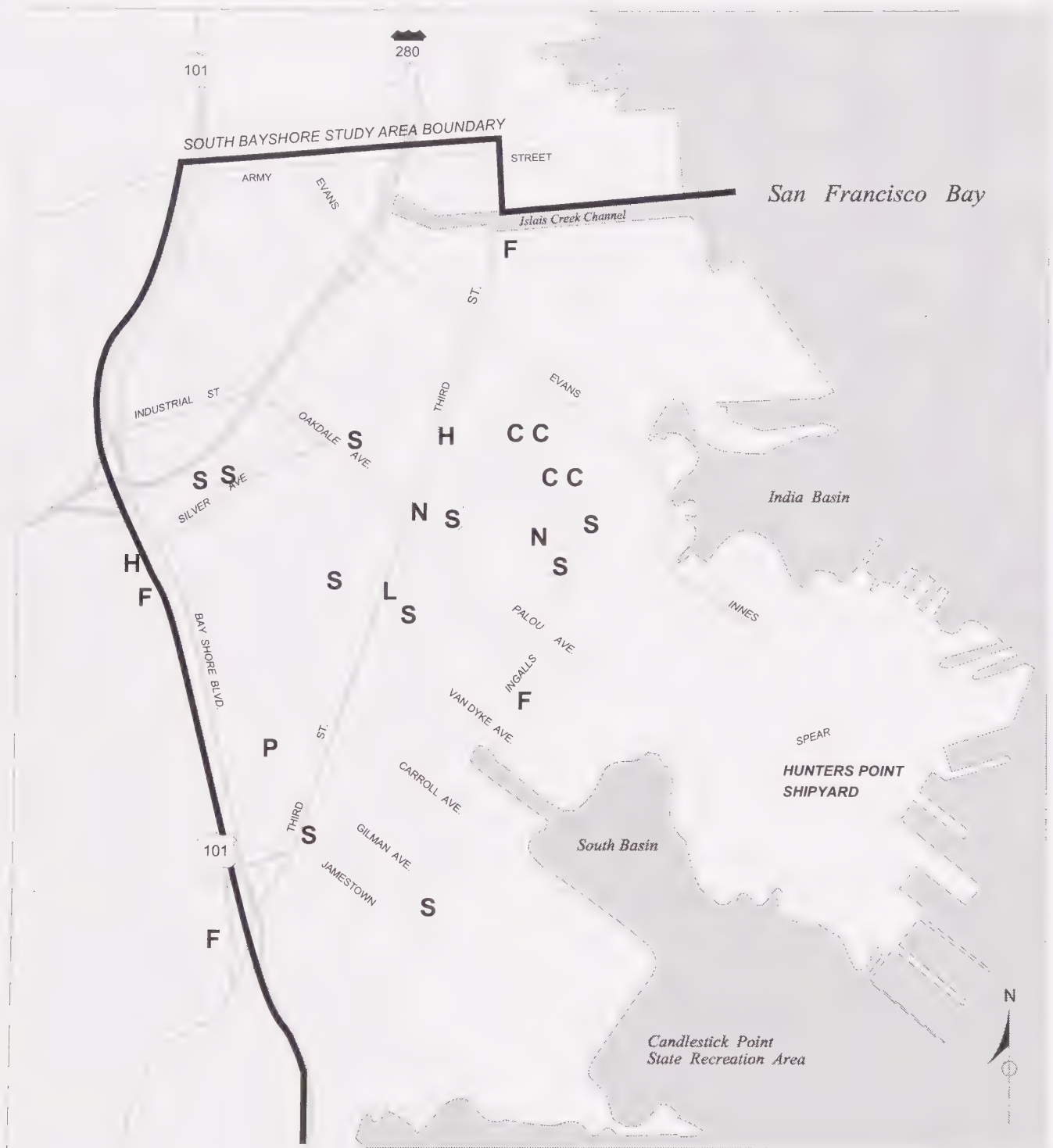


Figure 17

COMMUNITY FACILITIES, PUBLIC HEALTH AND SAFETY LOCATIONS

<i>S</i>	<i>Opened School</i>	<i>H</i>	<i>Public Health Center</i>
<i>(S)</i>	<i>Closed School</i>	<i>CC</i>	<i>Childcare Center</i>
<i>P</i>	<i>Proposed Site for Police Station</i>	<i>N</i>	<i>Neighborhood Center</i>
<i>F</i>	<i>Fire Station</i>	<i>L</i>	<i>Library</i>

POLICY 15.3

Make maximum use of indigenous community resources to increase civic pride and support physical and economic revitalization.

South Bayshore also has important indigenous community resources. According to the Bayview Hunters Point Roundtable, there are close to one hundred churches in the district, perhaps more per capita than any other district in the city. These and numerous other community institutions have considerable influence in shaping community opinion. They can help to provide valuable services, especially to families, and mobilize voluntary community efforts for civic pride and revitalization.

POLICY 15.4

Centralize location for district-wide community information, outreach and meeting activities.

As the centrally located hub for the commercial revitalization of Third Street, the Opera House is ideally suited to serve as the central place for district-wide community activities in South Bayshore. The community based organization occupying the old Wells Fargo Building is also well suited for this purpose. The existing staff and physical facilities of these organizations are already available to and utilized by a wide variety of Bayview Hunters Point organizations and individuals for a variety of purposes. With minimal enhancement to existing resources, they can centralize the community information network needed for physical, social, and economic revitalization of the Bayview Hunters Point community.

PUBLIC SAFETY

OBJECTIVE 16

PROVIDE ADEQUATE, EFFICIENT AND PROPERLY LOCATED POLICE, FIRE AND HEALTH SERVICES.

POLICY 16.1

Support development of a new police station in South Bayshore.

The new district police station proposed for Williams Avenue at Newhall Avenue in South Bayshore would provide a more central location for police services in the southeast section of the city. The new station would also reflect improved standards and technological advances in the area of police operations.

POLICY 16.2

Support maintenance of five existing fire stations located within or near South Bayshore.

South Bayshore covers a large land area, approximately six square miles. The five fire stations currently serving the district are essential to assuring that all areas—residential, commercial, industrial—receive prompt and effective fire services. The continued existence and maintenance of these fire stations should be supported.

The Fire Department is installing new lines for a “high pressure” water pressure system to be used exclusively that will significantly improve fire fighting capacity in the district.

POLICY 16.3

Support improved health services that are more relevant to social-oriented health problems in South Bayshore.

South Bayshore is adequately served by general purpose health facilities. However, there is an urgent need for specialized health programs that directly relate to pressing social problems, such as drug abuse and teen-age pregnancies. Problems related to drug rehabilitation are especially acute. There are few programs available for lower income drug abusers seeking long-term treatment frequently necessary for recuperation. Many of these problems are related to a decline in federal and state funding. A concen-

trated effort is needed to develop specialized health programs that are directly relevant to these pressing social problems.

ENERGY

The principal energy-related objectives are to promote the efficient use of energy resources in South Bayshore to encourage economic development, and support the achievement of other community goals through the improved management of energy resources.

Background

In San Francisco, annual energy expenditures currently average \$650 million. Since San Francisco imports almost all of its energy supplies, a major portion of the \$650 million leaves San Francisco, constituting an enormous drain on the local economy. Energy conservation and the use of local renewable energy technologies can help retain dollars in the community and can contribute to increased demand for local goods and services and the creation of new local job opportunities.

Over the past fifteen years, the United States has become a net importer of energy. Increased U.S. dependency on imported fossil fuels has made our country increasingly vulnerable to external events, posing a threat to our economy and national security. Following the 1975 oil crisis, federal, state and local energy conservation programs were instituted. As a result, during the period when the U.S. economy grew by thirty-three percent, energy consumption actually shrank by two percent. But these figures only begin to show the potential. In spite of our improved energy efficiency, the United States is still in the bottom fifth of all nations in terms of energy use per dollar of gross national product.

The City's goals for energy efficiency are expressed in the Environmental Protection Element of the Master Plan as: (1) to increase the efficiency with which energy is used locally; (2) to diversify the present balance of resource supplies to meet local energy needs; (3) to foster the economic development of energy management services and renewable energy

systems; and (4) to encourage the active participation of members of the community in carrying out this program.

The City's concern is to decrease the drain of capital from the local economy in the form of energy purchases from outside the city, and to significantly reduce personal and business energy costs. In addition, energy conservation can contribute to the long term affordability of both housing and business uses, and to the attractiveness of the community as a place for living and working.

OBJECTIVE 17

SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND REVITALIZATION THROUGH ENERGY MANAGEMENT AND ALTERNATIVE ENERGY TECHNOLOGIES.

POLICY 17.1

Promote the South Bayshore as an area for implementing energy conservation and alternative energy supply initiatives.

Energy efficiency can serve as an important economic development tool in South Bayshore. Specifically, appropriate energy policies can: lower the costs of living and doing business in South Bayshore and mitigate the effects of variations in energy supply and cost; contribute to local business development and revitalization (efficient use of all resources, not just capital and labor, can make a difference in a business's bottom line profits); minimize operating costs of new housing and commercial developments through energy efficient design; upgrade existing public facilities by implementing energy saving programs and capital improvements, thereby expanding the power of tax dollars and improving the comfort and aesthetics of facilities.

Energy efficiency policies can also provide job development opportunities to meet community needs. Conservation and renewable energy technologies are labor-intensive in nature, offering opportunities for addressing job training and employment needs.

Community talents, resources and businesses can be brought together in a coordinated effort to both establish new job opportunities and train workers in skills that will help bring about community energy savings.

POLICY 17.2

Strengthen linkages between district energy planning efforts and overall community development goals and objectives.

Every attempt should be made to integrate energy planning with other community goals and revitalization efforts. The ideal time to address energy use in existing buildings, for example, is during major rehabilitation.

OBJECTIVE 18

REDUCE THE OUTFLOW OF DOLLARS FROM THE COMMUNITY DUE TO EXPENDITURES ON ENERGY THROUGH THE IMPROVED ENERGY MANAGEMENT OF TRANSPORTATION, HOUSING, COMMERCE AND INDUSTRY, AND COMMUNITY FACILITIES.

POLICY 18.1

Encourage land use patterns which will reduce transportation needs and encourage methods of transportation which will use less energy.

Transportation activities represent about a quarter of the energy use and costs in San Francisco. It appears that the South Bayshore community has above average potential for reducing transportation energy use. At present residents shop and drive outside of the local area more than residents in other parts of the City because of the lower density character of South Bayshore. However, as population density increases with more residential and economic growth, there is likely to be an increased need and demand for public transit services. If more residents are encouraged to use public transit services, this would reduce auto use and in turn the economic, environmental, and health costs associated with such use.

The energy used to move people and goods in a community is determined in part by patterns of development. The spatial relationships of individual buildings and entire neighborhoods-their density and the degree to which different kinds of uses are integrated-determine in part how far and by what means people travel. Land use organization can provide for more efficient use of energy by promoting more compact development, and by locating new developments close to a variety of services and facilities. Such land use practices result in reduced dependency on the automobile and increased efficiency of mass transit systems.

POLICY 18.2

Enhance the energy efficiency of housing in South Bayshore.

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. Natural gas is used primarily for space and water heating while electricity is used for lighting and appliances. Approximately eighty percent of the housing in South Bayshore consists of single family homes compared to thirty four percent city wide. Single family homes are much more energy consuming than multifamily homes, thus also having a greater potential for energy savings. Furthermore, single family homes and multifamily homes in South Bayshore consume more gas and electricity per unit than homes found in any other area of San Francisco. Approximately sixty percent of the homes in South Bayshore were built prior to 1949 and ninety percent prior to the adoption of the California building energy standards. There is usually a direct correlation between residential building age and poor energy efficiency since the buildings were built when energy prices were low and few energy saving measures were included. In South Bayshore residential natural gas usage represents significant energy savings potential. Cost-effective weatherization measures and more efficient operation of space and water heating can contribute to lower energy costs.

Residents in South Bayshore should have much interest and incentive for achieving energy savings through home energy saving improvements. There is a much higher percentage of home owners in South Bayshore than in the city as a whole, and residents show a marked degree of stability. A large percentage of residents who do rent pay their own utility bills. Residents at South Bayshore would benefit from energy efficient rehabilitation in several ways. Energy measures would bring improved cash flow, improved building conditions, increased comfort, stabilized rents and improved resale values of homes.

Energy efficient design and construction techniques in new housing will contribute to the long term affordability of housing through lowered energy costs. Energy efficient design measures, in addition, can add amenities such as greatly increased comfort or increased daylight. Lower utility costs and the associated amenities from these design measures can also serve as a marketing tool attracting residents to new housing developments.

POLICY 18.3

Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of businesses.

In San Francisco, the commercial and industrial sectors spend approximately two hundred and fifty million dollars a year for electricity and one hundred and thirty-two million dollars a year for natural gas in San Francisco. Energy conservation in the commercial and industrial sectors is important at South Bayshore because of the large number of businesses located there. South Bayshore is one of San Francisco's most important locations for industrial activity. Industrial use in South Bayshore includes 139 manufacturing establishments with over one million square feet of building area. The commercial sector, with more than seven and a half million square feet of building area, consists of 454 warehouse and distribution establishments, 167 retail establishments, 152 service establishments and 67 office establishments.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and industrial operations such as welding, while natural gas is used for space and water heating, food storage/preparation and metal fabrication. The greatest energy savings can be achieved through improved design, management and maintenance of lighting, heating, ventilation and air conditioning (HVAC) systems. An effective conservation program will save businesses substantial amounts of money that can then be reinvested in the local economy.

Energy costs can represent a significant portion of expenses for businesses. Low energy costs are especially critical to the profitability of energy sensitive businesses. In cities experiencing an exodus of business from the city, high energy costs are frequently cited as a major factor. In South Bayshore, reduced energy costs can be used as a tool for retaining existing businesses and attracting new businesses. Furthermore, energy efficiency is also relevant to building owners by enhancing the marketability of buildings to potential tenants and owners. Efficient buildings have better long-term property values, tend to be more attractive, especially to institutional owners, and are often more comfortable.

POLICY 18.4

Encourage energy conservation and resource management in community facilities and operations in South Bayshore.

There is a relatively large concentration of community facilities in South Bayshore including schools, libraries, child care and community centers, fire stations, recreation and park facilities and the sewage water treatment plant. Improving the energy efficiency of these facilities could result in more tax dollars being directed towards delivery of community services. Energy saving programs will also improve the environmental conditions and physical appearance of facilities.

The City also has a residential recycling program under development. Presently, the City recycles twenty five percent of its waste. In an effort to extend the life of our landfill and reduce costly

transportation of waste to the landfill, the City has adopted a recycling goal (as stated in the 1983 County Solid Waste Management Plan) of thirty five percent by 1996. Recycling of paper, glass and metals should be encouraged in South Bayshore in appropriate locations that do not contribute to land use conflicts and environmental problems. The recycling services and convenience found in other parts of the City should also exist in the South Bayshore community. Recycling saves energy and water, reduces air and water pollution, and conserves other precious resources.

SUBAREA PLAN FOR SAN FRANCISCO EXECUTIVE PARK

OBJECTIVE 19

TO CREATE, AS A "GATEWAY TO THE CITY", A BALANCED URBAN DEVELOPMENT WHERE OFFICE, RETAIL SPACE AND A HOTEL ARE INTEGRATED WITH A CENTRAL PLAZA, PROMENADES, AND OPEN SPACE, WITH A NEW RESIDENTIAL COMMUNITY TO THE EAST.

The policies below shall apply to development of the Executive Park subarea. The Land Use Plan for the 71 acre Executive Park subarea appears in Figure 18. The Circulation Plans (Automobile Access, Automobile Egress and Internal Automobile Circulation) appear in Figures 19 and 20 and the Urban Form (height and bulk) Plan appears in Figure 21.

POLICY 19.1: OFFICES

Develop a maximum of 1,700,000 square feet of office space. Locate all new office space, excluding office buildings OB-1, OB-2, OB-3, and OB-4 as shown on Figure 18, north of Executive Park Boulevard in buildings which range in height from 4 stories to 15 stories, becoming taller the closer they are to the center. The massing of the structures, stepping up and back from the street incrementally, should reflect the form of the hillside to the north and reinforce the urban character of the project. Each building should extend out to the edge of the street incorporating an arcade which covers the sidewalk.

POLICY 19.2: TOWN CENTER

Develop a Town Center which is centrally located between existing and new development at the intersection of the pedestrian arcade which connects all office buildings north of Executive Park Boulevard and the pedestrian promenade which links the office/retail buildings with the hotel and surrounding offices south of the boulevard. At the base of the tallest office buildings, develop a plaza surrounded by retail arcades as a gathering place for the Executive Park community as well as the surrounding communities.

POLICY 19.3: HOTEL

Develop a hotel/meeting building with approximately 350 rooms primarily to serve office uses in the area. Locate the hotel directly south of the pedestrian promenade to create a counterpoint on axis with Town Center. Provide garage space for the hotel and the displaced surface parking under the hotel. Provide access to the hotel off Executive Park Boulevard to the north, via a pedestrian promenade and a formal vehicular access of the intersection of Alana Way and Harney Way.

POLICY 19.4: RETAIL USES

Provide approximately 45,000 square feet of retail space integrated with the office uses and situated primarily around the Town Center. Orient retail uses to serve office workers and residents of the area as well as those of surrounding communities. Provide additional retail space within the hotel. Allow a restaurant south of Alana Way.

POLICY 19.5: RESIDENTIAL COMMUNITY

Develop approximately six hundred units of housing (a considerable number should be two bedrooms) on the eastern portion of the site in two- to eight-story structures over one- to two-level parking podiums. Construct the housing following the form of the hillside contours. Include children's play area(s) and if feasible, some convenience retail shopping.

POLICY 19.6: OPEN SPACE

Develop approximately twenty-six acres of the subarea as a hillside park and develop hillside trails as pedestrian links to the park from the Town Center, Bayview Hill Park and Candlestick Point State Recre-

ation Area. At various locations and elevations construct a series of scenic vistas which allow people to rest, picnic, and enjoy the view of the bay.

Create a variety of landscaped zones on the hillside. The area adjacent to the freeway should be densely planted with trees and shrubs. Trees should be used to screen the parking structure as well as provide an appropriately scaled backdrop to the office buildings. The northern-most zone adjacent to Bayview Hill Park should be planted with trees and shrubs which are similar to those already growing within it, visually integrating both sides of the hill. The central portion of the hill should be planted with smaller shrubs and cascading plant materials which will cover the hillside with low growing vegetation, thereby softening the quarried texture of the exposed rock.

Limit overall building coverage in the development area (excluding the area designated OS in Map 6) to 50% and in the entire site 35%. Landscape the open area not used for streets and parking areas with ornamental plantings and coordinated flowering ground covers to provide a continuous series of related open spaces and to create a unified visual environment.

POLICY 19.7: TRANSPORTATION MANAGEMENT PROGRAM

Develop and implement a comprehensive transportation management program (TMP) in cooperation with the City, transit operators, ridesharing agencies and other agencies or organizations, to reach a long-term goal that at least seventy (70) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle.

Provide continuing on-site transportation brokerage services over the life of the project for subarea employees, residents and visitors, to coordinate a phased program of reduced trip-making by single-occupant vehicle for both commute and non-commute travel.

POLICY 19.8: PARKING

Limit the total number of commuter parking spaces to an amount proportionate to the long-term goal that at least 70 (seventy) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle. The amount of

commuter parking to be provided at each phase of additional development shall be determined based on specific modal split goals for the cumulative number of employees projected to be employed at the subarea by the end of each development phase. Modal split goals shall include progressive reduction at each phase of total employees driving in single-occupant vehicles, from the current (1985) 81 percent to no more than 30 percent at office buildout. The amount of office visitor parking shall be determined at each development phase. The total of commute and visitor parking spaces for office uses shall not exceed 1 space per 500 square feet of net rentable floor area.

Allow approximately 1.8 parking spaces per unit for residential uses. Parking for retail, and restaurant patrons and visitors shall be provided at no more than two spaces per 1,000 square feet of net rentable floor area, and shall be reviewed at each development phase, based on demonstrated and projected need for parking to accommodate trips from outside the subarea. The amount of parking to be provided for hotel use will be determined at the project approval phase based on projected need for such parking, and shall not exceed one space per guest room.

Develop parking facilities to adequately serve the uses in all commercial buildings, with preferential rideshare and short-term visitor/patron parking provided closest to building entrances, design commercial parking structure to blend visually with the hillside, and soften visual impact of parking facilities by landscaping terraced levels with trees and cascading shrubs.

POLICY 19.9: TRANSIT

Provide continuing shuttle service throughout the day between the subarea, downtown and other regional transportation terminals as a supplement to public transit service, with sufficiently short headways to encourage their use and reduce dependency on autos for both commute and non-commute transportation needs. Such shuttle service shall be evaluated every three years to determine if patronage and market are sufficient to support public transit service for both commute and non-commute needs at the same levels of service.



Figure 18
SAN FRANCISCO EXECUTIVE PARK
LAND USE PLAN



Figure 19
SAN FRANCISCO EXECUTIVE PARK
AUTO ACCESS

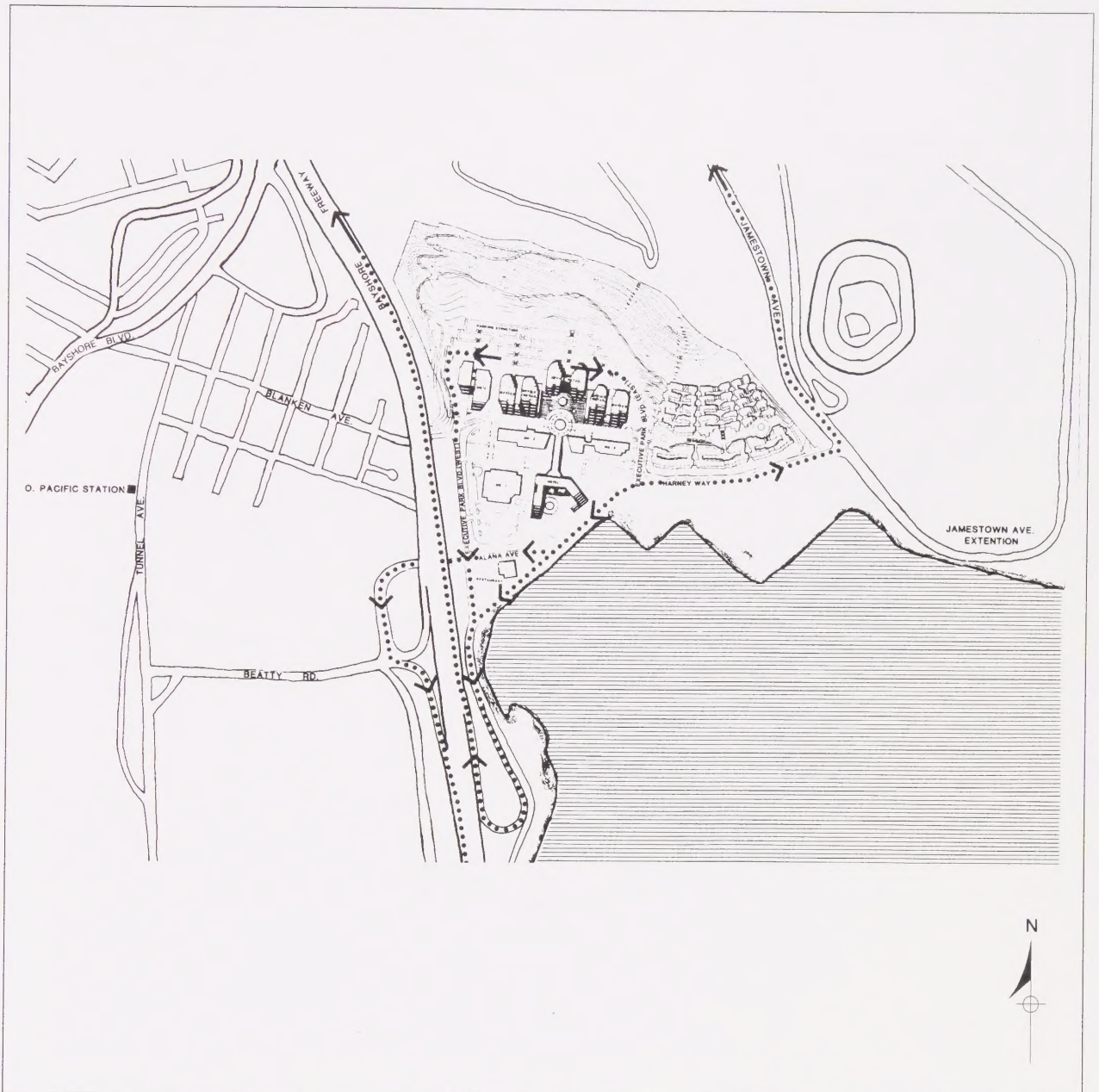


Figure 20
SAN FRANCISCO EXECUTIVE PARK
AUTO EGRESS



Figure 21

SAN FRANCISCO EXECUTIVE PARK: URBAN FORM PLAN

ZONE	HEIGHT	BULK	BULK LIMITS			
1	40*	X	Symbol	Height Above Which Maximum Dimensions Apply	Maximum Building Length	Maximum Diagonal Dimension
2	100	G	G	80	170	200
3	140	H	H	100	170	200
4	200	I	I	150	170	200
5	165	J	X	Bulk Limits Not Applicable		
6	80	X				
7	60	X				
8	80	X				
A	40	X				
B	OS					

*40 ft. height of Parking Structure is measured from street level at Executive Park Blvd. North (el.36) and is approximately 40 ft. above existing grade.

U.C. BERKELEY LIBRARIES



C124916535

